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ABSTRACT

This report contains the final recommendations of the task force on youth employment for the state of Wisconsin. The task force was specifically charged with studying issues related to working teenagers, reviewing existing laws and regulations on child labor, and developing recommendations to ensure that when teenagers work, their jobs do not interfere with school. The primary concerns of the task force were that employers, students, and parents were often confused about child labor laws; children were sometimes working more than one job and obtaining work permits at several different locations; parents were not aware of research recommending that more than 20 hours of work during the school week was often detrimental to a student's school performance; parents needed to have the authority to cancel work permits if school attendance and grades declined; and the number of hours that youths were currently allowed to work when school was in session seemed excessive. The task force was divided into five committees, each of which studied issues and developed a set of recommendations. The committees include: (1) information for parents, students, and schools; (2) school-supervised work experience programs; (3) the work permit process; (4) statutes related to employment; and (5) guidelines for the employment of minors. This report first presents a summary of recommendations, followed by the specific recommendations from each committee. Appended are research materials and meeting minutes. (LLL)

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Final Recommendations of the State Superintendent's Task Force on

YOUTH EMPLOYMENT

WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION
HERBERT J. GROVER, STATE SUPERINTENDENT

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Final Recommendations of the State Superintendent's Task Force on Youth Employment

Wisconsin Department of Public Instruction
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Letter of Transmittal

July 20, 1990

Dr. Herbert J. Grover
State Superintendent
Department of Public Instruction
P.O. Box 7841
Madison, WI 53707

Dear Dr. Grover:

It was a pleasure to serve as the Chairman of the Task Force on Youth Employment. The dedicated members of the Task Force worked diligently and carefully scrutinized the issues surrounding working teenagers. In addition, I offer special thanks to Department of Public Instruction consultant Vicki Poole, Program Assistant Jan Angell, and Assistant State Superintendent Lyle Martens. With this letter of transmittal, I present you with the final report and recommendations of the Task Force on Youth Employment.

Our Task Force of 29 members began its assignment in February of 1990. We were specifically charged with studying issues related to working teenagers, reviewing existing laws and regulations on child labor, and developing recommendations to ensure that when teenagers work, their jobs do not interfere with school. At the same time, the Task Force was asked to promote more school-supervised work experiences.

The Task Force divided into five committees, each of which studied issues and developed a set of recommendations. Finally, the Chairperson of each committee presented its separate recommendations to the entire Task Force membership and made any changes needed to reflect individual concerns.

Thank you for your leadership in pursuing this timely subject. There is no doubt that school work is affected when teenagers work exorbitant hours. You have served education well by bringing attention to this issue.

Sincerely,

State Representative Richard Grobschmidt, Chairman
Task Force on Youth Employment

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Preface

State Superintendent Herbert J. Grover appointed the Task Force on Youth Employment, consisting of both public and private sector representation, in January 1990. Representative Richard Grobschmidt (South Milwaukee) accepted State Superintendent Grover's invitation to chair the task force.

The first meeting of the task force was held on February 9, 1990. During this meeting, task force members were provided with an overview of child labor laws and handouts of studies that had been done on youth employment. During subsequent meetings, testimony was heard from people involved in youth-employment studies as well as participants of school-supervised work experience programs. At the March 2 meeting, Representative Grobschmidt initiated the development of working subcommittees to address several areas that needed further study.

The task force's primary concerns were that employers, students, and parents were often confused about child labor laws (particularly because inconsistencies existed between state and federal laws); children were sometimes working more than one job and obtaining work permits at several different locations (therefore, no mechanism existed to compare the work permits and see if the child was working more hours than the laws allowed); parents were not aware of research recommending that more than 20 hours of work during the school week was often detrimental to a student's school performance; parents needed to have the authority to cancel work permits if school attendance and grades declined; and the number of hours that youths were currently allowed to work when school was in session seemed excessive.

During the May 31 meeting, task force members had the opportunity to react to preliminary subcommittee recommendations. They urged that special consideration be given to provide flexibility in child labor laws for students who work as part of school-supervised experiences. In addition, task force members wanted to ensure that youths who worked to help support their families would not be hindered by any of the recommendations.

The philosophy behind recommended changes in the work-permit process was to prevent abuses of the child labor laws. Most of the statutory changes recommended were designed to eliminate inconsistencies between state and federal laws. It was mutually agreed that a draft of the recommendations would be prepared and sent to all members for further review and a final opportunity for input prior to presenting the recommendations to the state superintendent.

State Superintendent Grover received the final recommendations of the Task Force on Youth Employment in July 1990. The task force understands that the authority to change child labor laws rests with the legislature and the Department of Industry, Labor and Human Relations. We anticipate that State Superintendent Grover will disseminate the task force report and encourage other agencies and legislative committees to carefully consider these recommendations when reviewing child labor laws.

State Superintendent Herbert J. Grover's Charge to the Task Force on Youth Employment

I join other educators, parents, and employers in expressing a real concern about the amount of time high school students devote to school and employment. This concern is heightened as school reform efforts create more demands in the classroom, while at the same time employers have a growing need for teenage workers.

We know that among industrialized countries, the United States has the highest rate of working students, with Canada a distant second. We know that in Japan working while one is in high school is almost unheard of. According to Laurence Steinberg, co-author of *When Teenagers Work*, "The Japanese society is organized such that school is the only thing that kids are to be concerned about while they're teenagers."

We also know that high school students who work have less time for studying and participating in extracurricular activities. A recent study by the Green Bay Education Association found that two-thirds of all high school students in Green Bay held a job sometime during the school year, and 20 percent of the students worked 21 to 30 hours per week in addition to going to school. Teachers reported that young people working inordinate amounts of time had higher absenteeism, often slept in class, and missed out on extracurricular activities. Teachers said they had difficulty assigning homework at night when teenagers were working until 10:00 p.m. The Association stated, "Education today is faced with a new crisis–working students whose first priority is not the assignment in algebra or chemistry but whether they can get to the job on time for a full shift."

We also know that work can benefit students. Studies have shown little or no effect on school performance if students keep their work time to less than 20 hours per week and they receive school supervision through business-education partnerships.

There has to be a balance between work and school, but even more important, there needs to be a better understanding among business, education, parents, and the students themselves on both the positive and detrimental effects of youth employment. Surely, there are benefits to working, but no one should expect a high school student to work 30 or 40 hours a week and still receive the kind of education that is needed to pursue further education or fulltime gainful employment. We need new linkages among the schools, parents, and employers so that we don't have ill-prepared high school graduates.

Therefore, I am taking the initiative to create a broad-based Task Force on Youth Employment. My concern is not with work experiences and apprenticeships that contain complementary educational components. School-supervised work experiences can be very beneficial when they contain limits on hours, include an evaluation component, and are designed to develop good work habits and career interests. Further, we recognize the

need for some teenagers to contribute to the financial well-being of their families.

My specific charge to the Task Force on Youth Employment is to:

- study issues related to youth employment and promote an understanding among employers, parents, and educators on the structure and limit on hours needed in order for work experience to have a positive effect on academic achievement.
- develop a guide containing recommendations for teenage employment to be sent to parents, schools, and employers.
- expand partnerships between employers and schools so that when teenage employment does take place, it contains an educational component and helps students develop good work habits and attitudes.
- review existing laws and regulations on child labor to determine the relationship between current regulations and research supporting the limits needed on teenage employment.

Summary of Recommendations

1. *Ask the Child Labor Council to review conditions and rules during the coming year for children under18 years of age.* The direct responsibility of the Child Labor Council is to oversee labor conditions for children under 18. Particular emphasis needs to be placed on reducing the number of injuries and deaths that result from children working in agriculture-related occupations.

2. *Recommend changing the number of total hours that 16-17 year olds may work from 40 to 25 per week during the school year.* Change the hours per school day that 16-17 year olds are allowed to work from eight (8) to four (4). Recommend changing the number of total hours that 14-15 year olds may work from 24 to 18 per week during the school year. Change the hours per school day that 14-15 year olds are allowed to work from eight (8) to three (3).

3. *Encourage more unannounced investigations of Wisconsin employers who employ youth.*

4. *Eliminate confusion between state and federal child labor laws by bringing state standards to federal levels.*

5. *Encourage dissemination of information on child labor laws and recommended guidelines for youth employment to parents, schools, students, and employers* and *require a posting of child labor laws at the work site.*

6. *Promote more school-supervised work experiences.* Students should be limited to a maximum of 20 hours of work during the school week, regular performance evaluations should occur, and a school coordinator should conduct on-site supervision on a periodic basis.

7. *Change the work permit form* to (a) require signatures and information from employers, parents/guardians, school officials, and the student; (b) include information on child labor laws on the form; and (c) require that a copy of the issued permit be mailed to DILHR, employers, and parents/guardians.

8. *Require youths to obtain work permits from the school they attend.* A commensurate increase in the cost of work permits would provide schools with additional financial assistance for processing work permits. Requiring work-permit officers to review requested work hours (as stated on each permit) will detect their consistency with current laws and regulations.

9. *Provide employers with a form to fill out and to mail back to work-permit officers when the student's employment is terminated.*

10. *Require work-permit officers to check the total number of hours a student is employed during the school week* and ensure that the total number does not exceed current law prior to issuing the permit.

11. *Provide work-permit officers with the authority needed to inform employers and parents when a student's GPA and attendance decline.* Actual grades and days missed will not be made available to employers.

12. *Give parents the right to rescind a student's work permit at any time.* Give work-permit officers the right to consult with parents/guardians if officials feel issuing the permit is not in the best interest of the student.

13. *Consider promulgating rules to direct work-permit officers to prohibit or rescind a work permit* if, after reviewing the student's school records, the permit officer feels the child's education will be/is being negatively affected.* Wisconsin Statute 103.72 allows permit officers to refuse to grant work permits if in their judgment the best interests of the minor would be served by such a refusal. Wisconsin Statute 103.65 states: "A minor shall not be employed or permitted to work at any employment or in any place of employment dangerous or prejudicial to the life, health, safety, or welfare of the minor."

**Alabama has a similar law–Alabama Law, Act No. 87-673, S. 176, Section 3. 25-8-16 " ... In the event the school records of any child under age 16 are not satisfactory to the principal of the school, the employment certificate shall be revoked or suspended either by the issuing officer or any other person charged with the enforcement of laws regulating the employment of minors."*

Recommended Statutory Changes Related to Hours of Employment by Youth

The Youth Employment Task Force Recommended that state laws be amended to reflect the following changes in hours of work.

	14- and 15-Year Olds		16- and 17-Year Olds	
	Recommended	**Current Law**	**Recommended**	**Current Law**
Work hours:				
School day	7 a.m. - 7 p.m.	7 a.m. - 8 p.m.	7 a.m. - 11 p.m.	6 a.m. - 12:30 a.m.
Non-school day[2]	7 a.m. - 9 p.m.	7 a.m. - 9:30 p.m.	6 a.m. - 12:30 a.m.	6 a.m. - 12:30 a.m.
Hours per day:				
School day	3	8	4	8
Non-school day	8	8	10[3]	8
Hours per week:				
School day	18	24	25	40
Non-school day (June 1 - Labor Day)	40	40	60[3]	50

1 *Special exceptions to these regulations may exist.*

2 *Eliminate volunteerism for 16-17-year olds; current law allows students to voluntarily work longer hours on non-school days.*

3 *Not to exceed 10-hours per day, six days per week; time-and-one-half pay over 40 hours per week. Current law allows 16- and 17-year olds voluntarily to work longer in certain instances.*

Overview of the Work of the Task Force on Youth Employment June 25, 1990

Issue:

Some Wisconsin teenagers are working exorbitant hours in addition to attending school. As a result, attendance in school declines, grades suffer, and participation in extracurricular activities diminishes.

Task Force Charge:

Herbert J. Grover, State Superintendent of Public Instruction, formed a task force in January 1990 to develop recommendations to ensure that youth employment does not adversely affect a child's education. Representation from both the public and private sector were included on the task force, and Representative Richard Grobschmidt (South Milwaukee) was appointed chairman.

State Superintendent Grover charged the task force to:

- study issues related to youth employment
- develop a guide containing recommendations for teenage employment to be sent to parents, schools, and employers
- expand partnerships between employers and schools to promote school-supervised work experiences
- review existing laws and regulations on child labor and recommend changes to reflect the research supporting limits needed on teenage employment

Accomplishments

The Task Force met and accomplished the following:

1. *Reviewed studies* of youth employment

2. *Heard testimony* regarding school-supervised work experiences

3. *Identified the following problems–*

   a. State and federal child labor laws sometimes conflict, resulting in confusion for employers concerning which regulations to follow.
   b. Resources prevent frequent employer audits by the Wisconsin Department of Industry, Labor and Human Relations (DILHR) to check for potential violations of child labor laws.
   c. Parents, school officials, employers, and students often do not understand current child labor laws and are unaware of current research concerning the number of total work hours per week recommended for youth when combining school and work.
   d. Many students work more than one job and can obtain work permits from different sources. The current method of obtaining work permits

does not provide a mechanism for checking the total hours worked per week during school session to be sure the law is not being violated.

e. Parents currently do not have the right to rescind a student's work permit.

f. No mechanism currently exists to compare a student's school attendance and grade point average (GPA) with the number of hours the student works per week in addition to attending school.

4. *Examined child labor laws and the work-permit process and recommended changes* reflecting research studied and current inconsistencies between state and federal law. Changes in the work-permit process were designed to prevent child labor abuses from occurring; to provide parents, schools, and employers with information regarding student attendance and GPAs; and potentially to allow parents and/or schools an opportunity to rescind a student's work permit if attendance and grades decline.

5. *Developed ideas for informational materials* to be sent to parents, schools, and employers. These materials will contain clarifications on existing law, recommendations for needed limits on hours, and guidelines for developing school-supervised work experiences.

Recommendations of the Committee on Information for Parents, Students and Schools

The Committee on Information for Parents, Students and Schools recommended an informational piece be developed for distribution to parents, students, schools, and employers. The purpose of the publication is to provide information to assist people in making appropriate decisions regarding youth employment. Following are specific recommendations:

Prepare and distribute informational guidelines to students, parents/guardians, schools, and employer which include

1. the benefits of work
2. the drawbacks
3. when work is too much
4. what parents can do
5. what schools can do
6. what employers (businesses) can do to
   a. adhere to child labor laws
   b. support school achievement
   c. provide appropriate supervision
   d. teach marketable skills
   e. communicate with the school
7. some alternatives
8. a summary of child labor laws
9. a joint letter of support from DPI and DILHR
10. "For more information, contact..."

Methods of dissemination include

1. Distribution to employers along with a poster on child labor laws
2. Distribution to students along with the work permit
3. Mailing to school districts for dissemination to parents/guardians

Recommendations of the Committee on School-Supervised Work Experience Programs

The Committee on School-Supervised Work Experience Programs recommended several guidelines for consideration when developing and implementing school-supervised work experience programs. *Students should be*

1. *limited to working a maximum of 20 hours during the school week* (including time spent during and after the school day).
2. *evaluated on a regular basis by the employer.* The school and business should mutually agree upon the method of evaluation and grade, if any.
3. *supervised by a school coordinator and visited on site at least once a semester.*
4. *provided with a training agreement,* approved by all parties, that clearly states the expectations of the student, employer, parents/guardians, and school.
5. *employed under conditions and regulations consistent with state and federal child labor laws and school board policies.*

Further suggestions included

1. promoting more school-supervised work experiences.
2. granting school credit for school-supervised work experiences and devising an appropriate method of evaluation.
3. enhancing vocational programs, apprenticeships, technical preparation programs, and other types of specific job-training opportunities.
4. requiring parent/guardian and/or school signature and approval prior to granting a work permit as well as granting parents/guardians and/or the school the authority to withdraw a work permit, if desired.

Recommendations of the Committee on the Work-Permit Process

The Committee on the Work-Permit Process recommended that changes be made in the method of issuing permits to minors. The purpose of the changes is to help prevent abuses in child labor laws from occurring and to grant more input to parents/guardians and school officials. Following are specific recommendations:

1. *Provide a summary of child labor laws and regulations* on the back of the work permit along with a summary of the rights and responsibilities for all parties involved.
2. *Obtain all work permits from the school the minor attends.*
3. *Have the permit filled out and signed by four parties–school, employer, parent/guardian, and student.*
4. *Require the school work-permit officer to check employer information* for consistency with child labor laws before issuing permit.
5. *Give work-permit officers the right to consult with parents/guardians* if the officers feel issuing the permit is not in the best interest of the minor (when considering GPA and absences).
6. *Give parents the right to cancel a student's work permit at any time.*
7. *Increase the work permit fee* to provide additional money for schools to process work permits.
8. *Mail a copy of issued work permits to DILHR, the employer, and the parent/guardian.* Keep one copy at school. All copies must be mailed, not given to minors for distribution.
9. *Provide employers with a simple form that must be filled out and mailed to the school when the child's employment is terminated.* This will allow work-permit officers an opportunity to monitor the total number of hours a student is employed during weeks when school is in session.
10. *Provide work-permit officers with the right and obligation to inform employers and parents/guardians when a student's GPA and attendance decline.* Actual grades and days missed will not be made available to employers.

Recommendations of the Committee on Statutes Related to Employment

The Committee on Statutes Related to Employment recommended several changes in legislation on youth employment. The intent of these changes is to bring state standards for 14-15 and 16-17 year olds in line with federal standards. Where state standards are more stringent, they would be retained.

Following are questions (Q) and responses (R) related to the proposed changes:

1. Q: *What is appropriate language to define "non-school days"?*

   R: Language to define "non-school days" will be "a day in which school is not held."

2. Q: *Are 14-15 year olds able to perform the same work duties as 16-17 year olds?*

   R: The committee suggests changing the administrative rules allowing 14-15 year olds to cook in all areas of a restaurant. This change would add the following language: "direct adult management supervision is required." (See Wisconsin Administrative Code, Chapter 570, Subpart C, 570.34[a][7])

3. Q: *What are the overall work conditions and work rules for children in Wisconsin under 18 years of age? Should they be reviewed?*

   R: Since the direct responsibility of the Child Labor Council is to oversee labor conditions for children under 18, the Task Force recommends asking the Child Labor Council to review child labor work conditions and work rules during the coming year. It also recommends that emphasis and appropriate restrictions (or enforcement of existing restrictions) be placed on ensuring the health and safety of minors, particularly those working in agriculture-related occupations.

4. Q: *There currently are no restrictions on how many jobs a 14-15 or 16-17 year old may hold at the same time. Should there be such restrictions?*

   R: As long as the student follows the recommended 18-hour limit (14-15 year olds) or the recommended 25-hour limit (16-17 year olds) with one work permit per job *and* there is proper enforcement of each work permit, the number of jobs a student has cannot be limited. A great deal of discussion was held regarding this question. The committee felt the real issue was one of enforcement of the total or combined number of hours rather than the number of jobs.

5. Q: *What protections are there for the student who "disagrees" with the employer about labor law standards?*

   R: 1989 Wisconsin Act 228, recently signed into law, offers a "whistle blower" protection to children under age 18 which is identical to the Fair Employment Act.

6. Q: *Can penalties be increased for those employers who violate the labor laws for 14-15 and 16-17 year olds?*

   R: Since language already exists to prohibit students from working if the hours interfere with "... life, health, safety, or welfare ...," the committee feels rules could be promulgated to direct work-permit officers to prohibit or rescind a work permit if, after reviewing a student's school records, the officer felt the student's education was being negatively affected.

   Section 103.65, Wisconsin Statutes, states:

   A minor shall not be employed or permitted to work at any employment or in any place of employment dangerous or prejudicial to the life, health, safety or welfare of the minor....

   Section 103.72, Wisconsin Statutes, states:

   Refusal and revocation of permits. (1) The department or permit officer may refuse to grant permits in the case of minors who seem physically unable to perform the labor at which they are to be employed. They may also refuse to grant a permit if in their judgment the best interests of the minor would be served by such refusal.

Recommendations of the Committee on Guidelines for the Employment of Minors

The Committee on Guidelines for the Employment of Minors recommended a poster be developed that clarifies child labor laws. The poster should be geared to attracting the attention of youth (strong graphics, bold colors, and limited verbiage). Employers should be required to display the poster at the work site and to indicate whether federal or state regulations apply. A sample poster is contained on the following page.

Child Labor Rules

The law requires that minors be paid for all hours worked.
There is no stand-by time or off-the-clock work permitted.

Minors must have an uninterrupted break of at least 30 unpaid minutes if working more than six consecutive hours.

Scheduling Restrictions

This employer is required to obey (employer insert Wisconsin or Federal) restrictions for starting times, ending times, and maximum hours allowed.

14 & 15 Year Olds (during school year)

	State	Federal
School days	7 a.m. - 8 p.m. 8 hours max/day 24 hours max/week	7 a.m. - 7 p.m. 3 hours max/day 18 hours max/week
Non-school days	7 a.m. - 9:30 p.m. 8 hours max/day 24 hours max/week	7 a.m. - 7 p.m. 8 hours max/day 18 hours max/week

14 & 15 Year Olds (June 1 - Labor Day)

State	Federal
7 a.m. - 9:30 p.m. 8 hours max/day 40 hours max/week	7 a.m. - 9 p.m. 8 hours max/day 40 hours max/week

16 & 17 Year Olds
(state rules must be followed)

School weeks	6 a.m. - 12:30 a.m. 8 hours max/day 40 hours max/week
Vacation weeks	6 a.m. - 12:30 a.m. Unlimited hours/day 50 hours max/week After 10 hours/day or 40 hours/week, time and one-half of the regular rate of pay must be paid.

If you feel these rules are not being obeyed, call the Federal Hotline at (608) 264-5221

(Minor restrictions and special rules exist for agriculture and tourist attractions and they are not detailed on this poster.)

Appendix A:
Research Materials

Research Summary

1. When teenagers work a great deal, they perform worse in school, report higher rates of drug and alcohol use, and develop cynical attitudes toward work itself.

2. The vast majority of student workers are not from disadvantaged backgrounds but are middle class.

3. The United States is the only major industrialized nation that encourages student employment among college-bound teenagers.

4. High school is all too often something that American adolescents fit into their work schedules, rather than the reverse.

5. Adolescents are encouraged to place the short-term goal of earning and spending money above the long-term goal of investing in educational activities likely to contribute to their development into a skilled and innovative worker.

6. The majority of student workers do not save the bulk of their earnings for college. Instead, they spend most of their wages on cars, fashions, stereo equipment, drugs, and alcohol.

7. More than two-thirds of all American high school juniors and seniors and about half of all sophomores hold jobs during the school year.

8. Teenagers who work more than 15-20 hours per week are at risk for problems in school and heightened drug and alcohol use.

9. By permitting our adolescents to compromise their schooling and health in the pursuit of self-indulgent consumerism, we continue to violate the spirit of adolescence as well as the letter of the law.

The Capital Times, July 13, 1990

■ LAURENCE STEINBERG & ELLEN GREENBERGER

Teens who work may suffer

Recent reports of widespread child labor law infractions by employers of teen-agers are stirring public concern, but the more important question is whether, and how much, our children should be working at all.

When teen-agers work a great deal — even within the limits imposed by current legislation — they perform worse in school, report higher rates of drug and alcohol use, and develop cynical attitudes toward work itself.

The idea that work is good for teen-agers — no matter how miserable or time-consuming their jobs — is held with a deep moral conviction comparable to that surrounding the joys of motherhood or the benefits of apple pie. This idea has its origins in images of diligent adolescent apprentices working side-by-side with caring adult mentors.

Although the workplace has changed, it is still widely held that paid work is a character-building enterprise for young people — even more so than schooling. Yet studies indicate that the sorts of characters work builds in the current workplace aren't exactly what most of us have in mind.

Teen-agers who work long hours in today's routinized adolescent workplace of mostly dead-end jobs are more cynical about the value of hard work and more tolerant of improprieties on the job than their peers who work less or not at all.

The more teen-agers work, the more likely they are to endorse such attitudes as "People who work harder at their jobs than they have to are a little bit crazy," and "People who break a few laws to make a profit aren't doing anything I wouldn't do in their position."

Given that many young people work for employers who wink at child labor regulations, it isn't surprising that one of the first lessons learned at work is that laws are meant to be violated.

According to recent estimates, more than two-thirds of all American high school juniors and seniors, and about half of all sophomores, hold jobs during the school year. Government statistics indicate that a large proportion of employed high school students work more than 20 hours per week.

> Teen-agers who work long hours at mostly dead-end jobs are cynical about the value of hard work.

Contrary to popular wisdom, the vast majority of these student workers are not from disadvantaged backgrounds, but are middle class.

Ours is the only major industrialized nation that encourages student employment among college-bound teen-agers. Whereas Japanese, German and Swedish youngsters spend their afternoons and evenings studying, ours are flipping burgers and staffing checkout counters.

We often hear about our loss of "competitiveness," our high rate of consumption relative to saving, and the declining competence of our workers. Yet we continue to encourage our adolescents to place the short-term goal of earning and spending money above the long-term goal of investing in educational activities likely to contribute to the development of a skilled and innovative work force.

Today, high school is all too often something that American adolescents fit into their work schedules, rather than the reverse. And, contrary to public opinion, the majority of student workers do not save the bulk of their earnings for college, but instead spend most of their wages on cars, fashions, stereo equipment, drugs and alcohol.

There is now broad consensus among educators and scholars that teen-agers who work more than 15 or 20 hours per week, especially those in high-stress jobs, are at risk for problems in school and heightened drug and alcohol use.

Indeed, if anything, the newer studies indicate that our previously recommended cutoff of 20 hours per week for juniors and seniors may be too generous. For example, a recent study of some 4,000 Wisconsin and California student workers indicates that rates of drug and alcohol use increase markedly after students exceed only 10 hours of work per week.

While the argument to limit students' work hours has been well received among educators, it has generated considerable controversy, anger and incredulity outside the educational community.

The good news is that many school districts and several states are re-examining their practices and policies concerning student employment. Unfortunately, most statutes currently on the books permit students to work much more than is probably in their best interest.

And as if this weren't troublesome enough, the major employers of teen-agers constantly lobby Washington to relax existing restrictions on the hours children are permitted to work. They would rather our 14-year-olds work longer hours, and for lower wages to boot.

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Because today's headlines about child labor law violations conjure up images of turn-of-the-century children in sweatshops, they are too easily dismissed as both anomalous and anachronistic. We must not lose sight of the fact, however, that children and teen-agers continue to be exploited in the workplace.

Moreover, by permitting our adolescents to compromise their schooling and health in the pursuit of self-indulgent consumerism, we continue to violate the spirit of adolescence, not only the letter of the law.

Laurence Steinberg, professor of psychology at Temple University, and Ellen Greenberger, professor of social ecology at the University of California, Irvine, are co-authors of "When Teen-agers Work: The Psychological and Social Costs of Adolescent Employment."

Appleton Post-Crescent, July 16, 1989

Working: Some say jobs and school don't mix

By Jill Lawrence
Associated Press education writer

WASHINGTON — To work or not to work? The question never comes up in Japan, where school is considered the only job fit for students.

But American teen-agers are working in droves, much of their cash going for cars, clothes, beer and sometimes drugs. They are perhaps learning the work ethic. But they are also learning conspicuous consumption, and some critics say they are compromising their education as well.

When she was named National Teacher of the Year last April, Mary Bicouvaris singled out working students and asked them to put a priority on school. "They are very busy people," she said. "What I find deplorable many times is they work school into the business schedule rather than fit business into the school schedule."

Most studies have shown little or no effect on school performance if students keep their work time to 20 hours a week. But the studies are based on averages that don't apply to individual students. Plus, there are no federal hourly restrictions on teen-agers of 16 and 17, and many work far more than 20 hours.

The National Assessment of Educational Progress, which surveys tens of thousands of students on academic proficiency and recently added questions on work, estimates that more than half of all 11th graders and two-thirds of high school seniors have jobs.

Teachers all have their stories about students whose work lives have eclipsed their school lives, who leave the classroom to work seven hours at a fast-food restaurant and show up the next day unprepared, their heads nodding onto their desks.

"They will tell you, 'I just don't have time to do that assignment. I have to work,' and they expect you to buy that," says Patrick Welsh, an Alexandria, Va., English teacher who has written a book about high school.

"I don't buy it," he adds. "But what happens is a gradual and subtle erosion of standards and the amount of work you're going to hit kids with. It's happening all over the country."

A Wisconsin study of four high schools did indeed find teachers were making less demands on students than they had made five years before, at least partially in response to the students' work schedules.

Work also has been associated with increased drug and alcohol use. Working kids have more money, are under more stress and may come into contact with older teen-agers more likely to have such habits, says Laurence Steinberg, a Temple University researcher and psychology professor.

"If your only outcome measure is test scores or grades, you may be missing something," says Steinberg, co-author with Ellen Greenberger of a book called "When Teenagers Work."

The book describes a 1982 study of 531 Orange County, Calif., teen-agers in which the authors found that work in excess of 15 to 20 hours a week tended to cause lower grades and diminished involvement in school.

"Earning and Learning," a recent report by the National Assessment of Educational Progress, said a review of other studies turned up no comparable results and added that "there is no cause for alarm concerning the academic performance of students who work."

But Steinberg said his and Greenberger's earlier results have been confirmed in a much larger study of 10,000 students in Wisconsin and California that has not yet been published.

Paul Barton, author of the NAEP report, said he did not mean to suggest that "this is a rosy situation for all students. The averages show no association between school and work, but individual circumstances should be taken into account. There are probably lots of kids buried in these averages who work long hours and do poorly, and I'm sure educators see them."

The United States has by far the highest rate of working students in the world, with Canada a distant second, Steinberg says. "Working while one goes to high school is unheard of in Japan," he says. "The Japanese society is organized such that school is the only thing that kids are to be concerned about while they're teen-agers."

In America, parents often approve of and even push their children to work. Many like knowing where their kids are and believe strongly that a job, even if it is only flipping hamburgers at a fast-food joint, builds character and teaches good work habits.

"Parents have this thing about the work ethic. You teach your children to work very hard in jobs like waiting tables or pumping gas, and this is a sign of responsibility. But a lot of those kids get very poor grades and a lot of that money goes for beer on weekends," says Susan Dawes of Alexandria, Va.

Susan and David Dawes have raised two valedictorians who went on to Ivy League colleges. A third child with a straight-A average is headed for Princeton this fall. The three, all boys, were never allowed to hold outside jobs.

"They were spending three to four hours a night on homework," Susan Dawes said. "My husband never wanted them to work during the school year. He had taken odd jobs during the school year and he just thought it was too much."

She said she saw many kids with "a lot of money from their jobs and the parents didn't quite have the control of what the kids spent their money on. I think a lot of it went to alcohol in some cases. ... A lot of times what they want the money for is nothing substantial, a better polo shirt. It's not worth their working."

Statistics back up her impression that most teen-agers are working for discretionary income, not money needed to support their families.

Teenage Research Unlimited, a Chicago-area research firm, found that teens had $31 billion in income derived from jobs, allowances and other money from their parents in 1988. The average teen-ager earns $61.50 a week, the company reported, and it is almost exclusively discretionary.

"Teens now buy products and services ... such as hi-tech televisions, and VCRs, personal computers and automobiles," TRU said. Other high-priority items are cosmetics, clothes, and sports and recreation equipment.

That kind of consumerism irks teachers who understand that while work is an economic necessity for some students, more seem to be earning money for designer clothes, car payments and entertainment.

"They place more value on the instant gratification than on the long-term value of getting a good education," says Mary Futrell, a former high school business teacher who is winding up a six-year tenure as president of the National Education Association.

"You don't want to destroy the work ethic. But at the same time you know full well that this is interfering with their education," she adds. "We need a better balance. We need to make sure young people and their families understand that the primary focus has to be on education. And if the job interferes with the education, they should quit the job."

Teachers and others may bemoan their students' preoccupation with work, but the service sector's voracious need for employees assures that any student who wants a job will find one. Competition is so tough for older teens that employers are dipping deeper into the 14- and 15-year-old age group.

In many cases, schools and parents are required to sign off on student work permits, giving them an opportunity to intervene if they think the job will be too much for the student to handle along with school. "As it stands now, most schools don't take advantage of that opportunity," Steinberg said.

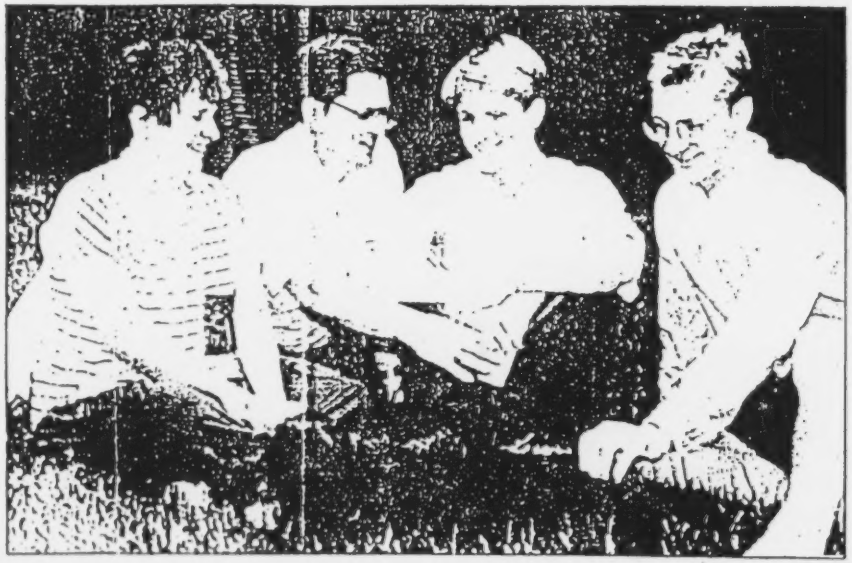
He said that is because schools are susceptible to the demands of local industry and the need for good community relations. In California, Steinberg said, principals "told us employers would call them and say, 'We need more students. Can you let more of them out of school early?'"

The press of unfilled jobs led the Reagan administration to propose easing hourly restrictions on 14- and 15-year-olds, who may now work only three hours on school days and no more than 18 hours a week when school is in session.

A Labor Department advisory committee concluded last fall that "the prime responsibility for this age group should be toward their educational and developmental needs" and said permissible work hours should not be expanded. The department is expected to heed the panel's recommendation.

At the other end of the spectrum, New York legislators are pondering proposals to cut back work hours for 16- and 17-year-olds, who are under no federal constraints. Under Gov. Mario Cuomo's plan, they would be limited to four hours of work on school days and 28 hours a week while school is in session.

In proposing the change last May, Cuomo acknowledged that work experience can be valuable and that teen-agers are an important labor pool for state businesses. But he added that, "It would be very shortsighted for New York to have any child labor policies that limit our young people's educational achievement.



AP photo by Ron Edmonds

SUSAN AND DAVID DAWES, with sons Jim and Bill, are a family who believe children shouldn't work while while attending high school. The Dawes have two sons who are valedictorians and have gone on to Ivy League colleges and a third with a straight-A average headed to Princeton this fall.

> "They are very busy people. What I find deplorable many times is they work school into the business schedule rather than fit business into the school schedule."
>
> — Mary Bicouvaris
> National Teacher of the Year

BEST COPY AVAILABLE

When David places his head down to sleep in my English class, he is not bored or on drugs; he is tired. But David cannot afford to sleep in this class. Unless he passes his writing competency test, he will not graduate. Last night David worked until 12:10 at McDonald's; tonight he will do the same; tomorrow he will not make it to school at all.

Annette sits only a few rows from David. She was a B-average student when she began working at Taco Bell 25 hours a week at the beginning of her sophomore year. She usually would work till 10 p.m., six days a week, out sometimes as late as midnight. Soon her grades slipped to a C average. "I just didn't have time to study," reflects Annette. "I would get up for school, go to work, work from 3:30 to 10, go home and go to sleep. I would try to get the lesson done during the class, hand it in at the end of the hour."

ARE STUDENTS CASHING IN THEIR EDUCATIONS FOR MINIMUM-WAGE JOBS SERVING BURGERS? THIS CONCERNED TEACHER SAYS YES.

LATE NIGHTS IN FAST FOODS

Annette decided things would be different during her junior year. "I told them to cut my hours down some so I would have time to do my schoolwork." Now Annette works 15 to 20 hours a week at Taco Bell, but her grades have not improved.

"I guess," she says, "I stopped studying." Annette feels she developed a pattern of not studying in her sophomore year that she has yet to break. She wishes she hadn't worked so many hours last year. "I would have stayed with my study habits."

I've seen a lot of Davids and Annettes in my English classes at Juneau High School, as have other teachers at other high schools

BY TERRENCE FALK

PHOTOGRAPH BY DAVE SCHLABOWSKE

Terrence Falk teaches English and speech at Milwaukee's Juneau High School. He currently is working toward a master's degree in communications at Marquette University.

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Students who say they are saving for college may admit to saving only a fraction of their paychecks.

throughout the city. In my 18 years teaching in the Milwaukee Public Schools, I've always had a few students who had difficulty doing their homework because of part-time jobs. But more hands are going up and more students are saying, "I can't do that because I've got to work tonight." Sometimes it feels like half the class. I know I'm not the only one who worries about this. I hear the same frustrations expressed by other teachers at teacher training sessions, departmental meetings, even Saturday debate tournaments.

Students are cashing in their education in record numbers for minimum-wage jobs in the fast-food industry.

Although the issue has been addressed to some degree in the national media, it has been virtually ignored in Milwaukee. Last May, I decided it was time to examine the problem here.

I questioned students in my classes as well as students and teachers from other Milwaukee high schools; I entered restaurants and interviewed working students and restaurant managers; I called company executives and government officials.

What I learned is alarming when put into context with the crisis our educational system is facing nationwide. U.S. students in every grade lag behind students in other countries. And corporate America is concerned — rightfully so — that unless something is done to upgrade education, the United States simply will not be able to compete. The irony is that some parts of corporate America are partly responsible for the problem.

Child labor, of course, is nothing new. When manufacturing in the late 19th century pressed thousands of children into the labor market, states found it necessary to enact compulsory education and child-labor laws. In 1938, the federal government incorporated many of these laws into the Fair Labor Standards Act.

Today, violations are still coming from the same places — clothing sweatshops, textile mills and the farm industry — as they did 75 or 100 years ago. Violations in these occupational areas are on the rise. But violations also have moved into middle America and can be found no further than the local fast-food outlet.

Even as concern about education in the United States grows, the problem gets worse, not better. Crunched by a labor shortage and a decreasing number of teens, service industries are dipping further into the available pool, employing teens at a younger age and working them harder and for longer hours.

Finally, there exists an agency with the authority to enforce Wisconsin's child-labor laws but it is so understaffed that even it admits it cannot effectively enforce the law. Little is being done to stem the tide, yet if nothing is done, many students will be scarred educationally and we all are going to pay the price socially and economically.

THE OTHER SIDE OF MIDNIGHT

Federal child-labor laws place strict limits on the number of hours that 14- and 15-year-olds may work. Wisconsin goes even further, restricting the late-night hours of 16- and 17-year-old students as well. Even Wisconsin's laws do not seem all that restrictive, considering that a working student's schedule also must include as many as 35 hours of school each week, not to mention additional homework time. Here, minors 16 and 17 must receive eight hours of rest from the end of work to the beginning of school the next day. They may not work more than eight hours per day and 40 hours per week during the school term, 50 hours during vacations.

When I decided to interview students right in the fast-food restaurants, the first I met was Ken. Ken would work that Thursday night until at least 3 a.m. At most, he would get only four hours of sleep if he was to be on time for school the next day. Ken is not his real name, nor are the rest of the names of the students in this story, for I consider them victims, not just willing participants. Here we have a 17-year-old student averaging 30 hours a week at Burger King. As a teacher, I do not see any way he can be successful in school.

A week later, I talked to the assistant manager on duty that night, who stated the present operating policy of his restaurant.

"That's their and their parents' prerogative," he told me. "We do not force any of the kids to close where we close at midnight and they usually get out of there by 2:00 in the morning. If their parents don't want them to do that, then we don't put them on for that late."

When he was told that this consitutes a possible violation of child-labor laws, he responded, "Is it really? I did not realize that."

The South Side restaurant where Ken works is a corporately owned Burger King, which has a computerized payroll with birthdays, the number of hours worked and the starting dates on file. When Mary Moen, human resources manager for Burger King in Minneapolis, was informed of the students I discovered working till 3:00 or 4:00 in the morning, she said that managers were instructed to follow child-labor laws and added, "Thank you for bringing that to our attention. We will see that problem is corrected."

On the last Sunday night before the end of the school year, I enter a South Side McDonald's and interview Miguel. He smiles and talks easily and with authority, stating that tonight they are beginning the store's summer hours and that he will work until 12:45 a.m. When asked his age, he says 16.

Ten days later I interview the manager and tell him that Miguel worked until 12:45 that Sunday night. He acknowledges that he knows the state law and begins counting the hours from 12:45 softly.

As a Milwaukee ninth-grader, Miguel cannot legally work past 11:45.

"Do no Milwaukee students, 16, 17, work here beyond 11:45 on a school night?" I ask.

"No, I won't say that," he says. "I just won't admit that they are."

Thirty-four of the 88 McDonald's restaurants in southeastern Wisconsin are owned by the corporation, says Len Kasten, personnel supervisor for McDonald's Corporation in Milwaukee.

"We routinely audit our restaurants for minor violations," he tells me. "Our managers are very much aware of the laws. All minors are identified on our timecards." But when asked about students who say they work late-night hours, he is unsure of the truth. "I can't tell you if it's a true statement or a false statement," he says.

Ken and Miguel's experiences as student workers are not unique. Nor are Burger King and McDonald's the only fast-food businesses that work students late into the night. According to the students, Hardee's, Wendy's, Arby's and other fast-food restaurants routinely work high school students beyond 12, 1 and sometimes as late as 4 a.m. on school nights.

In Wisconsin last year, about 400 to 500 employer violations of labor laws were found in the more than 700 complaints filed, according to Robert Anderson, section chief of the Wisconsin Labor Standards Bureau. No breakdowns exist to say how many of these are child-labor violations, but even if

Employers can avoid being caught by working only those teens willing to work beyond the legal hours.

they did, they would not represent the full extent of the abuse. Most child-labor violations are discovered through audits prompted by unrelated complaints. Most child-labor violations probably go unreported.

"Late '73, '74, we had a problem with McDonald's restaurants in the Milwaukee area," says Anderson. "These were owned by McDonald's Corporation itself. We audited all the McDonald's in the Milwaukee area at that time."

When a Pennsylvania McDonald's franchisee was cited for 466 violations of the state's child-labor laws, a McDonald's spokesman termed the violations "an isolated incident." But the fast-food industry ranks first in such violations nationally, according to Dorianne Beyer, general counsel for the National Child Labor Committee. The single most common violation is late-night hours.

Even the industry recognizes that it has a problem. In an article on a survey of teenage fast-food employees, Charles Bernstein of *Nation's Restaurant News* asks, "But can everything be so rosy when we know that teens are constantly complaining of being overworked in fast-food places, of having to work late on school nights and of feeling unfulfilled?"

The answer, of course, is no.

ROBBING THE CRADLE

Fueling the rise of child-labor law violations is a real labor shortage. Wisconsin's present unemployment rate is below 5 percent. This is only part of the reason. The baby boom generation has reached adulthood and the number of available teens willing to work continues to drop. But the service industry, which has long depended on teen workers, is growing as manufacturing has declined in the past decade. The fast-food industry is now the largest employer of teen workers. In 1987 Wisconsin had the fourth highest percentage of working teens, 59.6 percent, according to the U.S. Bureau of Labor Statistics.

As the shortage gets worse, the workers get younger.

"It appears that there has been a shortage of labor in the fast-food industry," says Anderson, "but it appears that it is starting to get acute now. What a lot of the fast-food places are starting to do, for the first time, is they're dipping into 14- and 15-years-olds."

It's happening in Milwaukee too. Richard Desotelle did not believe his students at Milwaukee's Fulton Middle School when they said that an eighth-grade classmate was working at Burger King. He questioned the student. "You're too young. You can't be in a place like that." The student went to his locker and brought back his uniform.

It is not illegal for 14- and 15-year-olds to work in the fast-food industry, but the hours these students may work are very restricted. Wisconsin's laws state that minors 12 through 15 may not work after 8 p.m. on school nights and not after 9:30 p.m. on nonschool nights and vacations. In addition, they may not work more than eight hours per day and 24 hours per week during the school term, 40 hours during vacations.

But students who find jobs on their own and even work in the same industries as their parents when they were kids find a world of work that has changed over the last 25 years. Stores that closed at 9 p.m. and were not opened on Sundays are now open 24 hours a day. Add to that a labor shortage and you have the formula for younger teens working longer and later hours.

SO WHAT'S WRONG WITH WORKING?

Tim Beres, a social studies and English teacher at Bay View High School, sees what many teachers see when students work and he is blunt in his assessment:

"The grades go down, attendance becomes spotty. They start coming to school tired and not ready, not prepared. The job becomes more important than the schoolwork they have to do. Work becomes all encompassing. They're willing to work long hours. They're willing to work 7:00 in the evening to 2:00 or 3:00 in the morning. Then they don't even come to school."

But what teachers are quick to denounce, many others are quick to defend. Teens have always had jobs of one sort or another and many people have positive memories of their first jobs: a paperboy, a vendor at the stadium, a clerk at the local drug store. Many parents and industry leaders believe student jobs are a good way for teens to develop skills they'll need in employment later.

"I started as a part-timer for McDonald's while I was a college student," says Kasten.

Kasten's son also works at a McDonald's. "He's learned better how to budget his time to meet his planning criteria," says Kasten. "He has work, school and wants to have casual time. He has to learn how to balance all those areas. And I think that is something he has learned from McDonald's. He's definitely learned teamwork, interpersonal skills in dealing with a group of people. And I think he's learned the value of work, what it takes to gain a paycheck and what kind of trade-offs you need to make."

The educational community itself is split on the issue. While many teachers and teacher unions are concerned about students working, many principals, school administrators and national commissions have supported the notion of student employment.

Lawrence Hotchkiss of Ohio State University points out that a series of national commissions "have recommended policies to encourage part-time work during high school as a mechanism for development of attitudes and knowledge that are important to success in the adult labor market."

Milwaukee Public Schools, like other school systems, has developed programs to help students find jobs, including such courses as Business Careers, Marketing Education, Industrial Cooperative Education and job programs for students in exceptional education. These programs are monitored closely by school officials who stress job skills and limited hours.

Even teachers who see problems with students working also see value in work if hours are limited and controls are in place. Pam McGuire, an English teacher at Milwaukee Madison High School, points to one student who is part of a school-sponsored Office Education program.

"I have one young lady who is proud of herself because she has a job and she can buy the clothes she wants," says McGuire. "And she just thinks it's neat that they picked her. It was a self-esteem thing." The student currently is working as a part-time secretary at a medical office with reasonable hours.

Even so, there remain serious drawbacks to teenage employment. In the past, many students worked in apprenticeships. State statutes still allow for more flexible hours for those under sanctioned apprenticeship programs. But now too few part-time jobs for high school students offer any kind of occupational goals or opportunities, much less bona fide skills that lead to a career.

Mike Scheib, an English teacher at South Division High School, has seen both sides of the counter. As a college student, he

If a teen files a complaint with the state, that teen risks retaliation — often in the form of firing.

worked as a swing manager at a McDonald's in the Detroit area until 1985, when he became a teacher. Scheib sees some benefit from high school students working — especially in development of communication skills — but he questions the overall value of students working so many hours.

"You don't want to be a cook your whole life. How much can you apply to everyday living?"

Bob Buege, a teacher at Milwaukee's Pulaski High School, thinks students are being deceived by promises of advancement in the fast-food industry.

"I think they're trapping themselves into a lifetime of working at subsistence-wage jobs where they have no opportunity to advance or to improve themselves or have any real responsibility," he says. "The real killer one is when a store or restaurant wants to keep a kid, all they have to do is come up with a 15-cent raise and two words, 'assistant manager.' And that's the one that's really insidious because it is the one that is going on all over the place. You're assistant manager; now you have this idea that you're on the fast track to riches and fame. And you're going nowhere, just nowhere."

Andy had graduated from a Milwaukee high school when he started working full time for Hardee's. He had worked for a number of other fast-food restaurants throughout high school.

"When the managers first promised promotions, raises and whatnot, and they started coming in left and right, I thought it was great," he reflects. "I wanted to stay there forever." Soon he was promoted from crew chief to supervisor. Then he took advancement classes to become a manger. "I went there. I took all the tests. And I was running the store by myself at times when the managers weren't even there. The head supervisor would come in and say, 'Ah, Andy, you're doing a beautiful job. The store looks great. The customers are happy. You know, you're doing a great job.' I asked him for a raise. They gave me the runaround."

Andy quit the fast-food industry and now is working in a factory.

The teachers' claims are borne out by Ellen Greenberger of the University of California — Irvine and Laurence Steinberg of the University of Wisconsin — Madison. No book has been more critical than Greenberger and Steinberg's ***When Teenagers Work***, in which they contend that the good work habits that often are touted as a value of working could just as easily be gained by good study habits — and to better effect. "More than one-fourth of the typical teenager's time on the job," they write, "is spent in one of two activities: cleaning things or carrying things."

Greenberger and Steinberg found that students who worked often had lower grade point averages than students who did not, but they acknowledge that no direct cause-effect correlation can be shown. It is not known whether working causes grades to go down or whether students who know they will not do well in school simply decide to find the success they cannot find in the classroom on the job.

Phil is 15 and works as late as 1 a.m. at a Milwaukee McDonald's. His experience reflects the uncertainty of the relationship between grades and work:

"When you work until 1:00 in the morning, what time are you getting home?"

"About 2:00."

"Do you make it to school the next day?"

"Um-hum."

"What time do you have to get up in the morning to go to school?

"Six."

"You're operating with four hours sleep. Does it have any impact on how well you're doing in school?"

"I'm sleepy in the morning. I worked last night. I'm okay now (it is about noon). ...I'll just sleep better tonight."

"What's your GPA, grade point average?"

"One-seven."

"Do you think your hours have any impact on your grades, the amount of time you put in working?"

"No."

"Why?"

" 'Cause I usually wouldn't do it at night anyway."

"You wouldn't do your schoolwork at night anyway? What would you be doing?"

"Probably listening to my stereo."

The most negative educational impact of students working may not be lowering of grade point averages but the "dumbing down" of our educational system. In 1984, Linda McNeil, chair of the education department of Rice University, completed an extensive examination of the impact of working on education. She surveyed 1,577 junior and senior students, interviewed students and teachers and observed their classes daily for a semester at each of four southern Wisconsin high schools.

What she found was that teachers were under continual pressure from the students to water down their coursework.

"The more students worked and for longer hours, the less some teachers required of them at school," McNeil writes. "The more school became boring and less demanding, the more students increased their work hours."

Buege also has seen the trickle-down effects late-night student employment can have on Milwaukee classrooms. "It's one of the factors that contribute to less homework. Less homework is assigned because less homework is turned in. They simply don't have the time to do it."

What do students learn from working?

Greenberger and Steinberg found an increased use of drugs, alcohol and tobacco among those who worked when compared with those who did not work, possibly for several reasons: Working teens have more money to spend and they often consider themselves more as adults because of the economic independence and they wish to do adult-like things like drink and smoke. Finally, they often are around slightly older adults who may not serve as the best role models. Greenberger and Steinberg also found that working teens might be less honest, especially when it came to money.

What students often learn best from working is instant gratification of material wants, say Greenberger and Steinberg. Most students don't work because they have to but because they want to. If they want something, they buy it because they have so much disposable income. Long-term goals may be lost.

The students I interviewed at Milwaukee fast-food restaurants back this up. Their most common reason for working was to earn money for gas and auto insurance. Others responded that they wanted money for clothes or everyday spending.

Mary Lynn works at Burger King and attends a private high school. When she was asked how much of her money went toward paying the tuition, she responded, "All of it." Then she added, "And my car." Students who say they are saving for college may admit to saving only a fraction of their paychecks.

Even students who are managing to save for college may be sacrificing excellence in their present education for a long-term educational goal. Buege gives an example of a student-athlete in an advanced-placement English class. She got a job as a retail clerk

at Southgate mall. She dropped out of athletics. In the new semester, she dropped the A.P. English class. She didn't have the time; she couldn't do the work. It was just too demanding.

Buege suggested that she should quit working rather than dropping the class.

"Her response was she needed the money for college," he says. "My response was, 'What are you going to do in college if you don't have the skills? What can you accomplish?' But money won out. And it usually does."

LOOKING THE OTHER WAY

In Wisconsin, student employment often ensures that teens also are learning what it means to violate the law when they work late-night hours.

When it catches an offending employer, Wisconsin does have stiff penalties rising to $5,000 and 30 days in jail for a second violation. The employee may receive double the wages for each hour worked in violation. Parents also can be fined.

But the real problem is catching the violations. Teens are not likely to blow the whistle themselves.

"Quite often, the child-labor complaints are filed by teachers, they're filed by parents, they're filed by frequenters of the businesses," says Anderson. "It's relatively rare that we get a child-labor complaint from a minor."

The instruction sheet for the Labor Standards complaint form of Wisconsin's Equal Rights and Labor Standards Division does much to discourage employees from filing. Employers, says the form, are quickly informed that the complaint has been received, but it is about two to three months before a business actually is audited. The "whole process of preparing the report, getting it approved, typewritten and mailed to the employer can take an additional three weeks or more," says the form.

If the employer contests the findings, the employee is warned of further delays. "Some cases take years," the instruction sheet cautions. "Some are not resolved because the employer may simply not have the funds or may have left the state."

High school students, who see last year as ancient history, may not have the patience to wait out this procedure. Priority is given where there are "threatening child-labor conditions." But the only threat to most students is to their long-term prospects.

Students also may not know that their employers are violating the law. The Wisconsin Equal Rights and Labor Standards Division does recommend that each student receive the state's "Guide For the Employment of Minors" upon obtaining a work per-

LET'S TALK!

A teacher-parent newsletter
February 1988

Teen jobs concern teachers

Can they make the grade?

Students who work during the school year have less time to devote to their school work. This obvious fact has been a concern of Green Bay teachers for years. Though pleased to see Green Bay's work ethic instilled in our youth, the teachers of your children are concerned about the effects of teenage employment on academic performance in high school and, later, on their ability to get and keep good paying jobs in our ever-increasing technological society.

See the Green Bay Education Association's Task Force on Teen Employment recommendations for parents of working teenagers on page four.

This concern, that too many students are working too many hours, led the Green Bay Education Association (GBEA) to form a task force of teachers and counselors last year to study teenage employment. To understand the dimensions of the issue, the committee decided to survey all high school students in the district.

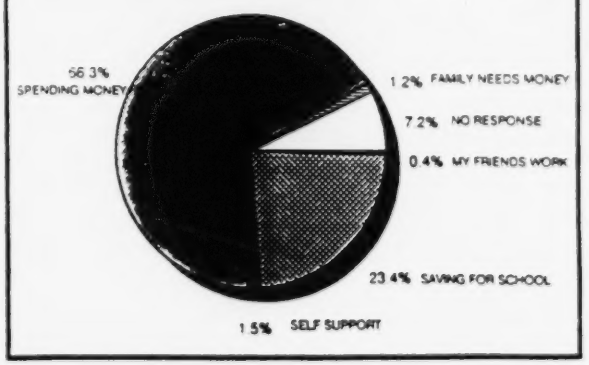
As a result, the task force developed a 41-question survey which was reviewed and approved by the school administration. It sought to determine how much students work, when they work, and how much time they spend on their school work.

All 4,304 students who were present at Green Bay's four high schools on May 2 responded, and their answers revealed some surprising discoveries, among them: The typical Green Bay high school student who holds a part-time job works three or more hours on school nights, and nearly half of these students say they spend 30 minutes or less on homework on the nights they work.

"We feel the question of teenage employment is an issue worthy of community discussion. As teachers, we feel we do not have the right to tell students or parents that students should not hold jobs during the school year. We do, however, believe that we have an obligation to raise the issue, explain the facts, and ask parents and students to weigh the importance of academic achievement for their future versus the desire to earn spending money for today," says GBEA President Dick Feldhausen.

The results of the survey were compiled by the Wisconsin Education Association Council's research department in an effort to allow cross checking of various survey questions. A copy of the raw data is available at both the GBEA office and at the school administration office on Broadway Street. The GBEA wishes to give special thanks to Lyle Martens, Green Bay superintendent of schools, and George O'Hearn, director of the Institute for Research UW—Green Bay, for their assistance.

Most Green Bay students work for spending money.



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Both good and poor students want jobs

No typical working student

Nearly half of Green Bay high school students hold part-time jobs during the school year. The GBEA survey found no real difference in the type of student who works. Whether they are A students, D students, male, female, or attend East High or West High, Green Bay students are willing to work part time. While half of those surveyed indicated they were employed on the date the survey was taken, an additional 18 percent had been previously employed but currently were not working.

Only 35 percent of the total respondents indicated they had never been employed. Interestingly, the percentage of students who have been employed was nearly the same at each high school, 61 percent at West and 67 percent at East. Also, 52 percent were male and 48 percent were female. This seems to correspond with national studies which show that slightly more boys work than girls.

The survey asked students, "What are your grades, on the average, for this school year?" Of those who had worked or were currently working, there appears to be no difference between grades and the desire of students to hold a job. Nearly the same percentage of students with an A average (59 percent) as those with a D average (64 percent) held a job. It is very obvious that most students are interested in getting a job; grade point average seems to be no deterrent.

But, older teenagers are more likely to be working than younger teens. Green Bay adolescents join their peers in store clerking or fast food service in growing numbers from freshman to senior year. More and more Green Bay high schoolers don aprons, hats, and name tags as they grow older. It turns out that the number of students entering the work force continues to expand throughout their senior year. Interested by this, Task Force members probed further into the study and found out why it is that students are attracted to after-school employment.

Why Students Say They Work

The GBEA survey shows that less than a quarter of students questioned said they were working to save money for education beyond high school. In fact, the great majority of employed high schoolers expressed that they were working in order to earn spending money.

Green Bay Education Association Task Force on Teen Employment Members

Jerry Olbrich, Chairperson	*East High*
Dick Feldhausen	*Southwest High*
Paul Madary	*Washington Middle*
Sandy Challeen	*Edison Middle*
Lloyd Busch	*Preble High*
Dick Mommaerts	*West High*
Gary Dallman	*Southwest High*
Ted Burns	*Southwest High*
Bill Pikka	*West High*
Monica Golomski	*Southwest High*

What national research shows

- Many of the jobs available to teenagers have no relation to what they will be doing in later life and do nothing to aid in the transition to adulthood.
- Extensive part-time employment during the school year tends to undermine education, leads to luxury buying rather than saving, and promotes rather than deters delinquent behavior.
- Certain kinds of teenage employment can lead to increased cynicism about, rather than greater respect for, the pleasures of productive labor.

from *When Teenagers Work: The Psychological and Social Costs of Adolescent Employment* by Ellen Greenberger and Lawrence Steinberg

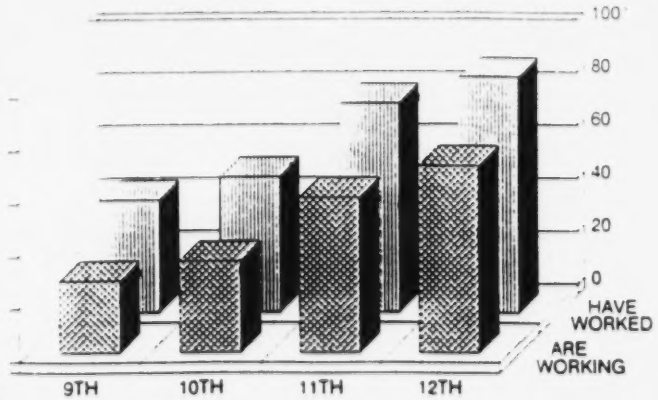
Although the survey did not ask students to state specifically how they spend their money, it is safe to conclude that much is spent on consumer goods, often non-essential, which parents would not buy for them.

This idea is supported by Ellen Greenberger and Lawrence Steinberg in *When Teenagers Work*. They state that teenagers represent an increasingly large consumer market which marketing firms have learned to attract. The authors go on to say that teenagers are beguiled into believing that the purchase of luxury goods is an essential part of middle class life.

On the whole, student's income does not contribute to family income nor does it contribute much to the real expenses of raising the youngster. Student employment may result in misleading economic realities in which they spend what they earn for their own needs while parents pay for most of the teenagers' support and living expenses.

• • •

As grade level increases, so does student employment.



Many jobs are on school nights

Only 17 percent of young Green Bay workers acquire their jobs through a school-related program or job service, while 52 percent find them with the help of a parent, relative, or friend. Twenty-five percent obtain a job through newspaper ads or their own inquiry. In earlier times, when apprenticeship was common, most adolescents secured positions through a social tie of their family.

Another observation is that the percentage of students employed increases dramatically from 43 percent in 9th grade to 89 percent in the 12th grade.

Where Do Students Work and How Much Do They Earn?

Beginning with babysitting, yard work, and newspaper delivery, students eventually turn towards jobs such as busing tables and operating cash registers. As students grow older they gravitate toward higher paying work.

Based upon the figures given in the survey, high school students earn $5,903,900 based on only a 42-week school year. This represents an average annual earning per high-school student of $2,134.

The working environment for the employed student is so diverse that it is difficult to develop a picture of the "average" job. Some survey results, however, point to interesting aspects of student working conditions:

- 90.2 percent of students working do so during the school year.
- 60.8 percent work four or more days per week.
- 75.1 percent of those who work average three hours or more at work on school nights.
- 47.3 percent spend 30 minutes or less on homework on work nights.
- 34.4 percent who work on school nights don't finish work until after 9:30 p.m.
- 63.0 percent work for a business or a company; the others work for themselves (e.g. news carrier) or for an individual (babysitting).
- 16.0 percent work past *midnight* four or more nights per school week.
- 40.7 percent have occasionally worked *more than eight hours a day during a 24-hour period.*
- 10.0 percent are employed in what would be considered a *full-time job* (more than 40 hours a school week) during the school year.
- 20.0 percent indicated that there is no adult supervision present while they are on the job.

Night-time Work Common

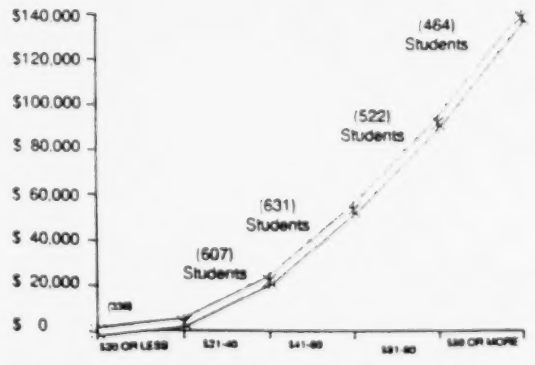
Seventy-five percent of Green Bay's work force averages three hours or more at work on school nights and 60 percent of these students work four or more days per week. Also, the time at which some students complete work may be late: One third of adolescents questioned reported that their after-school job did not and end until 9:30 p.m. and a smaller group of students (16 percent) admitted that they were working past midnight four or more nights per school week. In addition, students work significantly more hours in the weeks before Christmas. This seriously affects students behavior in school and leads to increased absenteeism and poorer preparation for classes.

Negative Effect on Studies

The survey attempted to find out if working had an impact on the students' completion of homework. There were 744 students (29.2 percent) who felt that employment had a negative effect upon their school studies. Work was used as an excuse for not doing their homework by 617 students (24.3 percent) on the average of at least once each week. On work nights 81.8 percent of the students said they spend 60 minutes or less on homework. Of this percentage, 47.3 percent said they spend less than 30 minutes on homework. On non-working nights, 71.2 percent of employed students also indicated they spend 60 minutes or less on homework. This raises the question of whether the school provides the needed time for homework, or is work not being completed? Another 262 students indicated they avoided some elective classes because of their employment. Possibly the new eight-hour day at the high school level beginning next year will solve some of these problems.

What students earn

Green Bay high school students boast $5.9 million earnings during the school year. Weekly payroll is $138,160.



Recommendations for parents of working teens

Parent involvement is key

Employment of teenagers is not a new phenomenon. In fact, for many years teens have been encouraged to seek employment in the hope that the work experience would have a positive influence on youngsters. Bob Kerr in his article "Working Teens: Paying a Price," in the *Providence Journal Bulletin* (Nov. 30, 1986) reminds us that, "In The Right Kind of Kid profile, an after-school job used to rank right up there with merit badges, good grades and a spot in the church choir. There was an automatic link between a job and things like responsibility and character."

That a part-time job can still be beneficial is not what the Green Bay Education Association survey was attempting to disprove. Rather, the survey attempted to lend some statistical proof to what we, as educators, have known for a long time —that is, that too many students are working too many hours in jobs where too little supervision is being given. How can we, as a community of educators, parents, businesses and students, work together to assure that the work experiences are in fact positive and do provide enriching experiences for our children?

The GBEA Task Force on Teen Employment suggests the following:

1. *High school students should work no more than 15-20 hours per week.* Student work after school should be limited to one or two school nights per week and should be no longer than three to four hours.

2. *Parents should carefully monitor* what students earn and encourage saving part of what they have earned. Although many students indicate that they plan to save for their education, a University of Michigan survey found that of seniors who worked, 80 percent said they spent all or nearly all of their earnings. The Green Bay Education Association survey found that 66 percent of all students indicated that they were working primarily for spending money.

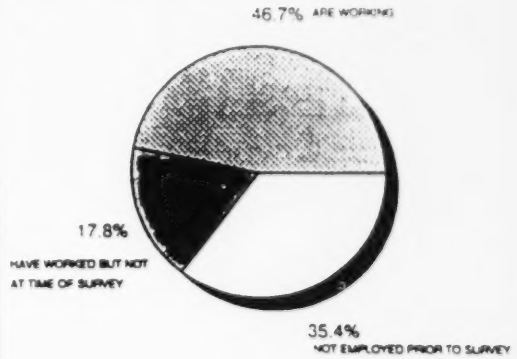
3. *Since a student's full-time job is school,* parents must make sure that a job does not interfere with study time, proper rest and entertainment. Higher expectations for admittance to colleges and technical schools are a signal that students must prepare themselves for their futures while in school. Too much work results in students opting for less school and could have long-term negative effects.

4. *Parents, especially of minors, need to become familiar with the state laws that govern work.* Although these laws are meant to protect the minor, they do little to prevent students from working long and late hours.

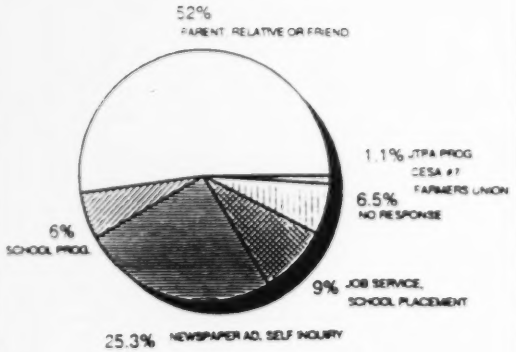
5. *Success in the future is built on achievement while in school.* Parents should work closely with the school and employer to assure that grades do not fall and that proper supervision at work is provided.

6. *Parents should set down the rules for work before a students gets a job.* If the student begins work with guidelines set, enforcement is much easier. As a parent you should be concerned that the teen employee budgets his or her time giving reasonable time to studies, rest and recreation.

Percent working when GBEA survey taken (May 2, 1987)



How students obtained jobs



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LET'S TALK!

A teacher-parent newsletter

October 1989

Conflicts Resulting from Teen Jobs Concern Teachers

Studies Suffer When Students Work

Education today is faced with a new crisis – working students whose first priority is not the assignment in algebra or chemistry but whether they can get to the job on time for a full shift. In May of 1986, the Green Bay Education Association (**GBEA**) conducted a survey of all students enrolled in grades 9-12 in the four Green Bay public high schools. The results were reported through the newsletter *LET'S TALK*. That survey was the first phase of a long-term goal of teachers to better understand today's working student. The initial project established that students did work and worked a lot. They also earn considerable money and spend too little time on homework.

In 1988-89, a second study was initiated by Green Bay teachers to focus on three concerns: high school attendance and its relationship to outside work, the assignment and completion of homework, and student participation in extra-curricular activities. A Task Force consisting of Green Bay teachers, District administrators, and University of Wisconsin – Green Bay education faculty surveyed students, parents and teachers in an effort to determine the impact of employment on students. During the first week of April, 1989, 4,243 high school students completed an 81-question survey. In May, Wisconsin Research randomly sampled 502 parents of high school aged students to determine their feelings about the employment of their children. In addition, a survey modeled on the student survey was given to all Green Bay high school teachers.

See the Green Bay Education Association's Task Force on Teen Employment's recommendations for parents of working teenagers on page four.

Task Force chairperson Jerry Olbrich, a social studies teacher at East High School, comments, "More teenagers than ever are working today. It's almost impossible to drive by a fast food restaurant without seeing the words 'Now Hiring.' We, as teachers, are concerned about how employment affects student participation and achievement. The survey dramatically shows that something needs to be done to counsel students, their parents and employers as to the implications of long hours of work on a student's education."

Of the students surveyed, 2,814 had worked during the course of the 1988-89 school year. This means that two-thirds of all high school students held a job sometime during the last school year. How many hours do these students work?

- 674, or 24%, worked less than 10 hours per week.
- 697, or 25%, worked 11 to 15 hours per week.
- 691, or 24%, worked 16 to 20 hours per week.
- 565, or 20%, worked 21 to 30 hours per week.
- 187, or 7%, worked more than 30 hours per week.

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Work Affects Student Absences

According to figures provided by the Green Bay Area Public School District, 74,949.5 student days were lost due to absenteeism in grades 9 through 12 during the 1988-89 school year. This translates into an average of over 13 days missed per high school student last year. While not all of these absences can be linked to student employment, the survey does show a correlation between hours worked and attendance in school.

Do students recognize the importance of attending school regularly? Nearly two-thirds said that school attendance is important and necessary for getting good grades. **Yet of those who work more than 20 hours per week, 25% indicated they missed one day or more of school per week.** On the other hand, only 5% of working students said they missed one or more days per week of work. Over one-third (36%) said they would call in sick to school if they were tired because of work.

When contacted, area employers indicated they would not tolerate an employee missing one and one-half to two days of work per month. A local paper industry spokesperson said that after six days of being absent in a 12-month period, the employee would be warned and further absences could lead to disciplinary action. Another industry source stated that if an employee missed 13 days a year, that employee would no longer have a job. Yet, high school students are missing, on the average, over 13 days of school each year.

Tardiness is also a problem. Over two-thirds of all students felt it was all right to come to school late with an excuse, such as being tired because of working late. Only one-third (32%) felt that coming to school late was never a good idea. Although students seem aware that attendance in school is important for good grades, their absences say otherwise. **Which is more important, work or school? To many working students the answer increasingly is work.** This raises two concerns: first, in order to learn, students must be in school. Absence or tardiness for any reason diminishes learning. Second, habitual tardiness or absenteeism in school could lead to similar work patterns.

The loss of valuable classroom instruction time due to tardiness and absenteeism directly leads to major problems in completing assignments and achieving passing grades.

- 60% of the parents responded that student employment was a negative factor in attending school on a regular basis.
- 60.7% of the teachers noted that compared to previous years, absenteeism was higher.
- 39% of the teachers felt that tardiness to their first hour class had increased.

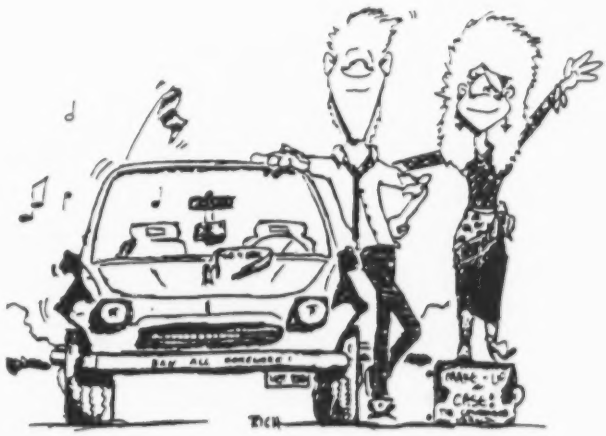
Homework Affected by Work

How does an outside job affect the quality and quantity of a student's homework? Three out of four students said they spend less than one hour per night on homework. Yet, an overwhelming number of parents (60%) said that students should spend one hour or more on their studies. Since most teachers said they assign between 15 and 30 minutes a night of homework for their class, that would mean one and one-half to three hours of homework for students with an average of five to six classes.

Students who work less than 20 hours per week seem to keep up with their homework. In fact, they spend about the same amount of time on homework as students who do **not** work. However, students who work more than 20 hours per week frequently fall behind in their studies.

WHEN DO STUDENTS WORK?

- 88% work during the school week.
- 59% work four or more days per week.
- 55% begin work before 4:30 p.m.
- 8.8% work after 11:00 p.m. on school nights.
- 32% finish work between 9:30 and 11:00 p.m. on school nights.



"School's done! It's off to work I go!"

Students' Extra-Curricular Activities Decrease with Work

Student Employment Forces Choices

Since students spend eight hours a day in school, **those working more than 20 hours are in reality holding down one and one-half to two full-time jobs—a workload few adults would accept.** Obviously, when students leave school at 3:00 p.m. and have to report to work at 4:00 and then return home after 10:00 p.m., they often lack the time or energy to complete the school work which has been assigned. Are working students aware of this problem? **Nearly half of those who said they worked over 20 hours per week indicated that the job had a negative effect on their studies.** Of those, 93% stated that they did not always have their homework done, while 60% said they would consider skipping their homework if they were scheduled to work extra hours.

84% OF ALL PARENTS FEEL THAT STUDENTS SHOULD BE LIMITED TO 20 HOURS OF WORK OR LESS PER WEEK.

It isn't only the quantity of school work, but the quality which concerns teachers. When asked to compare the quality of students' work from previous years, two-thirds (67%) of teachers surveyed stated that the quality had declined. Perhaps outside work isn't the only reason; however, more students than ever use work as an excuse and justification for not doing their homework. Unfortunately, **students who work more than 20 hours per week stated that they plan their day around work, not school.** What happens when a student works more than 20 hours a week? Many must choose between working or participating in extra-curricular activities. Often this leads to increased stress as the student's life becomes more complicated.

Extra-curricular activities have always been a training ground for developing teamwork, cooperation, leadership and responsibility. Yet more and more high school students are deciding not to become involved. In a recent *Press Gazette* article, area football coaches indicated that declining participation in their sport is due in part to more students working.

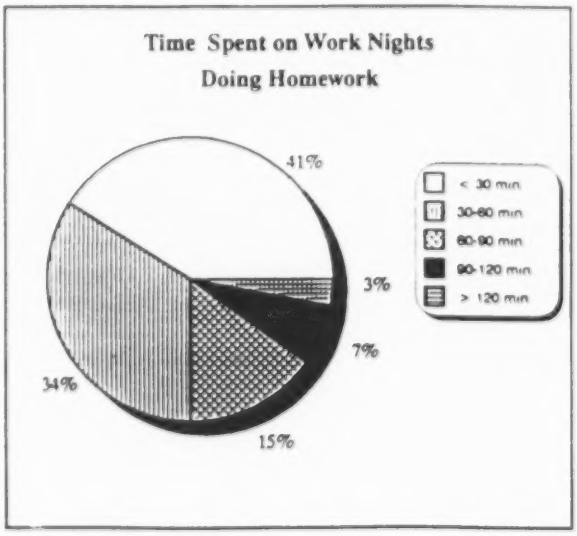
Students themselves realize the sacrifices they make in order to work. Recently, Preble High School upperclassmen were asked to write letters giving advice about school to ninth graders. Many wrote saying that they regretted quitting a sport or extra-curricular activity to work. They urged ninth graders to concentrate on studies and all the activities that are part of a high school education.

The number of students who do **not** participate in extra-curricular activities increases from 34% of high school freshmen to nearly one-half (44%) of seniors. Over half (54.5%) of those who work more than 20 hours per week stated that they do not participate in any extra-curricular activities. Although students pointed out that they don't like to miss school events, they still chose to work rather than attend athletic events or other school programs. According to their parents, one out of every four students gave up some school-related activity in order to keep their job. Nearly half of the teachers cited employment as a cause for the decline in student participation in sports, clubs and other extra-curricular events.

Effect of Job on Studies

The chart below shows the effect of teenage employment on studies. In answer to the question, "How does your job affect your studies?" the following responses were given:

Group of Students	Negative Effect	Positive Effect
Ninth Grade	19%	13%
Tenth Grade	27%	11%
Eleventh Grade	39%	13%
Twelfth Grade	42%	13%
< 10 hours of work	18%	9%
11-15 hours of work	30%	12%
16-20 hours of work	45%	13%
21-30 hours of work	41%	15%
> 30 hours of work	41%	19%



Recommendations for Parents of Working Teens

Parent Involvement Still the Key

Employment of teenagers is not a new phenomenon. The Task Force does not want to discourage students from working but merely wants to inform the Green Bay community of the impact of teen employment on school. What students, parents and the community need is to be aware of both the positive and negative sides of teen employment.

Survey results show that students who work 20 hours or less usually find work a positive experience. They keep up with their homework. Their attendance is good. They are able to participate in extra-curricular activities. They also gain satisfaction and learn responsibility from balancing school and work. In addition, they earn spending money.

Those who work more than 20 hours per week, however, lead much more stressful lives. Absenteeism increases, participation in extra-curricular activities declines, and homework diminishes in quality and quantity . Although these students may also learn responsibility, there appears to be less job satisfaction and more stress.

THE GBEA TASK FORCE ON TEEN EMPLOYMENT SUGGESTS THE FOLLOWING:

1. **Parents should set down the rules for work before a student gets a job.** If the student begins work with guidelines set, enforcement is much easier. As a parent, you should be concerned that the teen employee budgets his time, giving reasonable time to studies, rest and recreation.

2. **High school students should work no more than 15-20 hours per week.** Student work after school should be limited to one or two school nights and should be no later than 10:00 p.m. Their order of preference for working should be weekends first, then late afternoons, and – a distant last – weeknights.

3. **Since a student's full-time job is school, parents must make sure that a job does not interfere with study time, proper rest and entertainment.** Higher expectations for admittance to colleges and technical schools are a signal that students must prepare themselves for their futures while in school. Too much work causes some students to take less challenging courses. Others drop more challenging classes as they work increasing hours.

4. **Since a student cannot learn unless he is in school, parents should carefully monitor the student's attendance.** There is a proven correlation between student attendance and student success. Parents need to remind students of the importance of learning good attendance habits in high school since those patterns will transfer to success or failure in the work world.

5. **Parents should get to know their student's employer.** By discussing work schedules with the employer, the student, parent and employer can assure that enough time is left for school work and/or participation in extra-curricular activities. Many employers are able to and do schedule working students in a reasonable way.

6. **Parents should insist that their students set aside one to two hours each night for reading, homework or review.** An active interest in school work would include talking to the students about their classes and asking to see classroom expectations and completed assignments. It is also important to get to know your student's teachers and counselor through school visits and attendance at parent/teacher conferences.

7. **Parents should encourage and support their student's participation in a variety of school events and activities which interest them.** Extra-curriculars are an important part of the school experience. Students who achieve high grades in school are much more likely to participate. While 84% of "A" students and 69% of "B" students participate in school activities, only 51% of "C" and 34% of "D" students do the same.

TASK FORCE ON TEEN EMPLOYMENT MEMBERS

Jerry Olbrich, Chairperson	East High
Thom Thompson	GBEA President
Paul Madary	Washington Middle
Sandy Challeen	Lombardi Middle
Jerry Erickson	East High
Monica Golomski	Southwest High
Gary Dallman	Southwest High
M. Dianne Peterson	Preble High
Glenn Gritzon	Preble High
Bill McIntyre	Supervisor, Voc. Ed.
Richard Feldhausen	GBEA Exec. Dir.
Sue Todey	Sup., Guidance & Counseling
George O'Hearn	UW-Green Bay
Jeanne Sullivan	UW-Green Bay

The results of the survey were compiled by the Wisconsin Education Association Council's Research Department. The project was funded in part by a National Education Association grant. A copy of the raw data is available both at the GBEA office and at the school administration office on Broadway Street. The GBEA extends special thanks to Mr. Lyle Martens, Green Bay Superintendent of Schools, for his cooperation.

GBEA TASK FORCE PRESENTS FINDINGS OF STUDY ON TEENAGE EMPLOYMENT

November 1, 1989 — Teacher Edition

GBEA RELEASES REPORT

In January of 1987, the Green Bay Education Association formed a committee of teachers and counselors to study teenage employment. It made its first report through an issue of ***LET'S TALK***, a teacher-parent newsletter, in February of 1988. The committee was formed because of growing concern on the part of many high school teachers that too many students were working too many hours and that this condition affected student performance in school.

Last year, beginning in September, a second Task Force consisting of Green Bay teachers, District administrators and UW-Green Bay education faculty, surveyed students, parents and teachers in an effort to determine the impact of employment on students. In particular, three areas were studied: student attendance in school, the completion of homework, and participation in extra-curricular activities.

On Friday, October 6, 1989, Jerry Olbrich, chairperson of the Task Force and a social studies teacher at East High, called a news conference at the GBEA office to present the findings of the study to the media. On the same day, the Association mailed nearly 14,000 copies of the teacher-parent newsletter ***LET'S TALK*** to parents of children in the Green Bay Area Public School District. This teacher edition will provide GBEA members with additional research results which are of particular interest to teachers.

WHEN DO STUDENTS WORK DURING THE SCHOOL YEAR?

Of the students who held jobs during the 1988-89 school year, 88% worked school days and weekends, while 10% worked weekends only and 2% worked during breaks and vacations only.

WHY DO STUDENTS WORK?

Two of three students (67%) work to earn spending money. In addition, when asked, "Why do students work?", 81% of the parents and 96% of the teachers felt that the reason students work is for spending money. Only one in four students (27%) indicated that saving for school was the main reason they worked. A considerably smaller number of parents (17%) gave the same reason. Only 1% of the teachers who responded to the survey believed that saving for school was the main reason.

WHAT KIND OF JOBS DO STUDENTS HOLD?

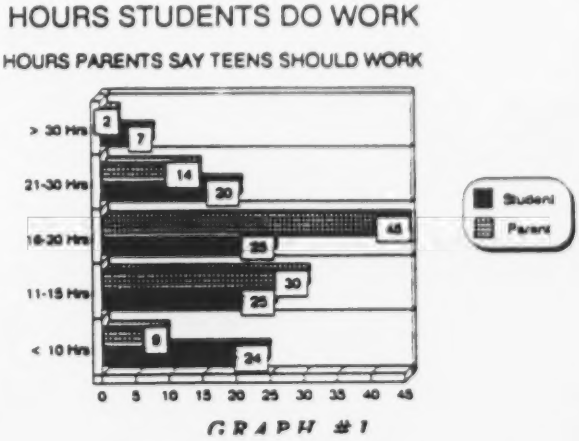
The majority of students work for either a company or business (42%), with restaurant and fast food placing second (23%), private individuals being third (21%), self-employed fourth (9%) and school related programs a distant fifth (4%).

HOW MANY DAYS A WEEK DO STUDENTS WORK?

While 35% of the students surveyed work five or more days a week, only 8% of parents surveyed indicated that students should work that many days. In all, 87% of parents feel that students should work no more than four days a week with the vast majority (71%) favoring three to four days. But the reality is that 35% of working teenagers (one in three) are employed more than four days a week.

HOW MANY HOURS DO STUDENTS WORK?

Graph 1 compares the number of hours that students actually work with the number of hours that parents indicated they should work. By comparing the information, a majority of the parents, 45%, felt that students should work between 16 and 20 hours per week at the most. Adding the figures in the categories below 20 hours shows that 84% of parents feel that students should work 20 hours a week or less. In actuality, 27% of the students surveyed work more than 20 hours per week.



GRAPH #1

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HOW LATE DO TEENS WORK?

An area that becomes a major concern for teachers in dealing with working students is how late they work on school nights (Graph 2). Of all working students, 46% finish on school nights after 9:30, with 36% finishing before 11:00 and 10% finishing after 11:00. **When surveyed, 89% of the teachers felt that students should not work past 10:00 at night,** and another 8% felt that students should not be allowed to work at all. **Of the parents surveyed, 74% also felt that 10:00 was late enough for students to work.** When a student finishes his job between 9:30 and 10:00 on a school night, how much time can he really have to prepare for school?

TIME STUDENTS FINISH WORK ON SCHOOL NIGHTS

GRAPH #2

WHAT PERCENTAGE OF STUDENTS WORK?

In May of 1987 when the first survey was conducted, 46% (1,991 students) were working. Another 18% (764 students) had worked during the school year but were not working at the time of the survey. Approximately one-third (36%), or 1,549 students, had never worked during the 1986-87 school year. Last March, however, when the second survey was conducted, of the 4,243 students surveyed, 60%, or 2,440 students, were working. An additional 14%, or 590 students, had been employed during the year, while only 26%, 1,080 students, had never worked.

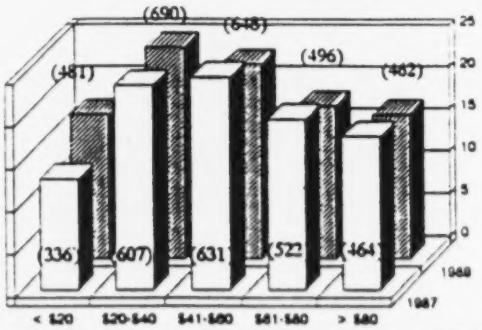
HOW MUCH DO STUDENTS EARN?

One area that seemed to be rather consistent between the two years in our study, however, was the amount of money that students earn. There are nearly as many students earning more than $80 a week in take-home pay as was the case two years ago. As was indicated earlier, whatever a student earns appears to be spent. A student working 20 hours per week will easily earn $60 to $80 in take-home pay. This equals $240 to $320 per month, or nearly $3,000 per year. How many adults have that kind of money for "free" spending? (See Graph 3)

The primary purpose of the Task Force's study, however, was not to reinvestigate how much students work and how much money they earn. That was determined two years ago. Rather, it was to research the effect of teen employment on attendance, the completion of homework and participation in extra-curricular activities.

WEEKLY STUDENT EARNINGS

COMPARISON OF 1987 AND 1989



NUMBER OF ACTUAL STUDENTS SHOWN IN PARENTHESES

GRAPH #3

HOW MUCH TIME IS AND SHOULD BE SPENT ON HOMEWORK?

The Task Force was very interested in what parents, students and teachers had to say about homework. Two **of every three parents, 64%, felt that their child should have more than 60 minutes of homework each night** with 28% saying that their child should spend between 60 and 90 minutes on homework. An additional 36% said their child should spend more than 90 minutes on homework. Only 3% felt their child should spend up to 30 minutes on homework.

Students have a different idea when it comes to school work since **74% (3 of every 4) say they spend less than one hour per night on homework.** Working students, however, showed a slight improvement over 1987 with 25% (1 in 4) saying they spend more than 60 minutes on homework today as compared to 18% (1 in 5) in 1987. Since 30% of the teachers responded that they assign up to 15 minutes per night, and another 52% said they assign more than 15 minutes, students should have between one and two hours of homework per night. Yet, do they do it?

DOES A JOB AFFECT A STUDENT'S STUDIES?

Of all working students, nearly one-third indicated that their job had a negative effect on studies. For students who work more than 20 hours per week, 41% said that a job had a negative effect on their studies. (See Chart 1.)

CHART 1

How Does a Job Affect a Student's Studies?

	No Effect	Negative Effect	Positive Effect
All students	53%	34%	13%
Students who work 20 hours/wk	42%	41%	17%
A/B Students	55%	35%	10%
D/F Students	50%	29%	21%

When they work students appear to plan everything around work. One question on the survey asked, "When I work, I plan everything around work." One of every four students (24%) responded with the comment "always" to that question. For students who work more than 20 hours per week, 37% (1 in 3) said "always." Of all working students 80% indicated that they sometimes, frequently or always planned everything around work when they worked. Only 20% answered seldom or never to the same question. What is more important to a working student? Unfortunately, we found that the answer is what we suspected – WORK.

"I think his job's getting to him. Last week, he said Columbus came over on the McNina, Mcl'inta and McSanta Maria."

DO STUDENTS COMPLETE HOMEWORK ASSIGNMENTS?

Chart 2 shows the percentage of respondents who said that they always or frequently get their homework done. This is hardly new knowledge, but students who have poorer grades, who are juniors or seniors, and those who work more than 16 hours per week tend not to complete their homework.

CHART 2

When I Work I Get My Homework Done

OF THOSE WHO RESPONDED ALWAYS/FREQUENTLY

	ALWAYS	FREQUENTLY
All students	34%	35%
A students	47%	37%
B students	41%	38%
C students	29%	38%
D students	19%	19%
E/F students	0%	23%
Students who work < 10 hrs/wk	51%	29%
Students who work 11-15 hrs/wk	36%	37%
Students who work 16-20 hrs/wk	26%	37%
Students who work 21-30 hrs/wk	27%	36%
Students who work > 30 hrs/wk	25%	33%
9th graders	47%	31%
10th graders	40%	32%
11th graders	28%	36%
12th graders	29%	38%

STUDENT ABSENCES CONCERN TEACHERS

In early March 1989, the Task Force surveyed all students who were present in the four Green Bay high schools. Approximately 90%, or 4,243, surveys were completed and returned. Nearly 500 students, or 10%, did not complete the survey, presumably because they were absent from school on the day the survey was given. These students in all likelihood would have added negatively to the statistics on absenteeism and time spent on homework and participation in extra-curriculars.

In *LET'S TALK* it was reported that the average high school student misses 13.13 days per year of school. One should not conclude that these days are missed because of work. Employment has had no effect or a positive

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effect on school attendance for many students. However, for 11th and 12th graders, C and D students, and those who work more than 15 hours per week, school attendance suffers because of work. (See Chart 3)

CHART 3

Does Employment Affect Your School Attendance?

	No Effect	Positive Effect	Negative Effect
All working students	81%	8%	11%
9th graders	86%	9%	6%
10th graders	86%	6%	7%
11th graders	80%	8%	13%
12th graders	75%	10%	16%
A students	86%	6%	8%
B students	84%	8%	9%
C students	78%	10%	12%
D students	72%	11%	18%
Students who work < 10 hrs/wk	91%	6%	4%
Students who work 11-15 hrs/wk	87%	6%	7%
Students who work 16-20 hrs/wk	75%	10%	14%
Students who work > 20 hrs/wk	68%	12%	20%

TARDINESS ON THE RISE

Of the teachers surveyed, 24% felt that absenteeism is most harmful to student achievement. The lack of student interest and of parental concern ranked first and second. In addition, nearly 50% of the teachers cited tardiness to first hour class as being higher than previous years, and 60% felt that student absences were higher than in past years.

DOES EMPLOYMENT AFFECT EXTRA-CURRICULARS?

A high school education is more than classes and homework. It also includes extra-curricular activities, which have always been viewed as a fundamental part of a complete education. Two-thirds (66%) of parents believe that after-school employment has a negative effect on participation in extra-curriculars (See Chart 4), while 47% (nearly half) of the teachers cite jobs as the major reason for the decline in student involvement.

What do students say? The Task Force asked this question of all working students, "Although I work, I participate in extra-curriculars." 37% of all students (1 in 3) participated less; **50% (1 in 2) of all students who work more than 20 hours per week participate less.**

Half of those surveyed (51%) indicated that they participated in extra-curriculars the same as before they worked, and 12% said they participated more.

CHART 4

Does After School Employment Have an Effect On Student Participation in Extra-Curricular Activities?

PARENTS SAY

Negative effect	66%
No effect	22%
Positive effect	12%

TEACHERS NEED TO LEAD THE WAY IN BEGINNING DIALOGUE WITH PARENTS

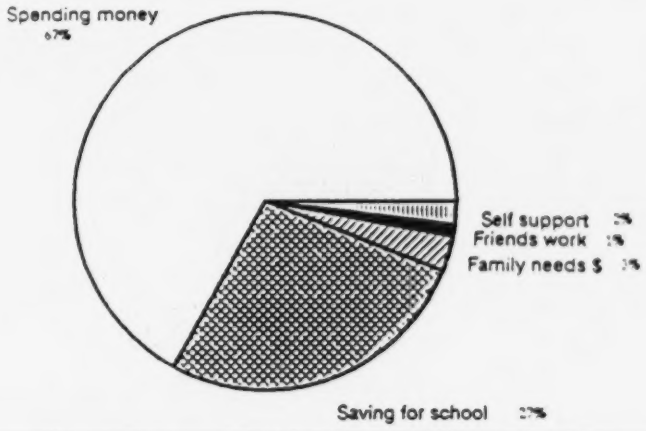
The committee made seven suggestions to parents of working teens on the last page of *LET'S TALK*. As educators we are not condemning work. However, we need to communicate effectively with students and their parents as to how jobs might be interfering with a student's academic achievement. We need to re-focus the community to the idea that school for teenagers must come before work. The system of education in the United States is often compared to that of the Japanese. It is significant to note, as a conclusion to this report, that less than 2% of Japanese 16- and 17-year-olds work. Laurence Steinberg, a Temple University researcher who has done extensive work on teen employment, says, "Working while one goes to high school is unheard of in Japan. The Japanese society is organized such that school is the only thing that kids are to be concerned about while they are teenagers." This report has shown that 60% of Green Bay high school students were working last March, and 75% had worked during the 1988-89 school year. Perhaps our society needs to evaluate its priorities. We hope that this study conducted by the Green Bay Education Association will cause parents, teachers, students and the community to begin a dialogue which will assure that teenage employment does not adversely affect student achievement, attendance in school, and participation in extra-curricular activities.

This report is published by the Green Bay Education Association, which is solely responsible for its contents. Any questions or concerns should be addressed to the GBEA, 1960 August Street, Green Bay, WI 54302.

GRAPH #1

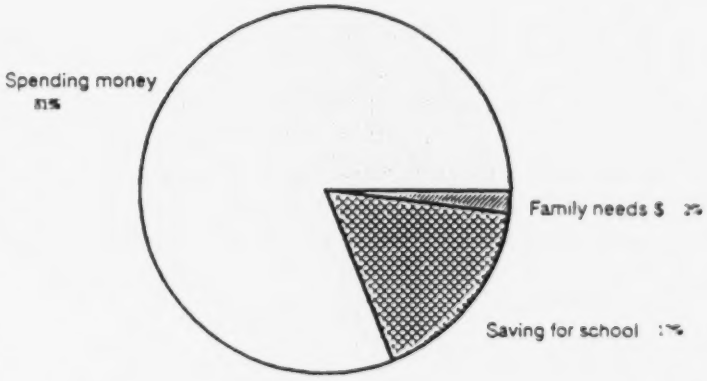
MAIN REASON FOR WORKING

STUDENTS SAY



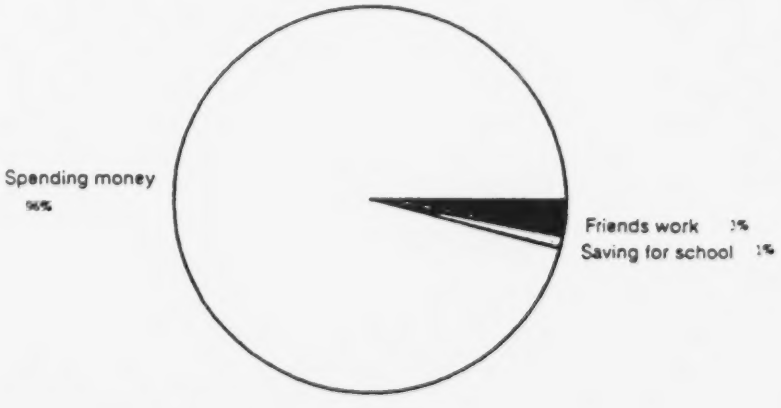
MAIN REASON FOR WORKING

PARENTS SAY

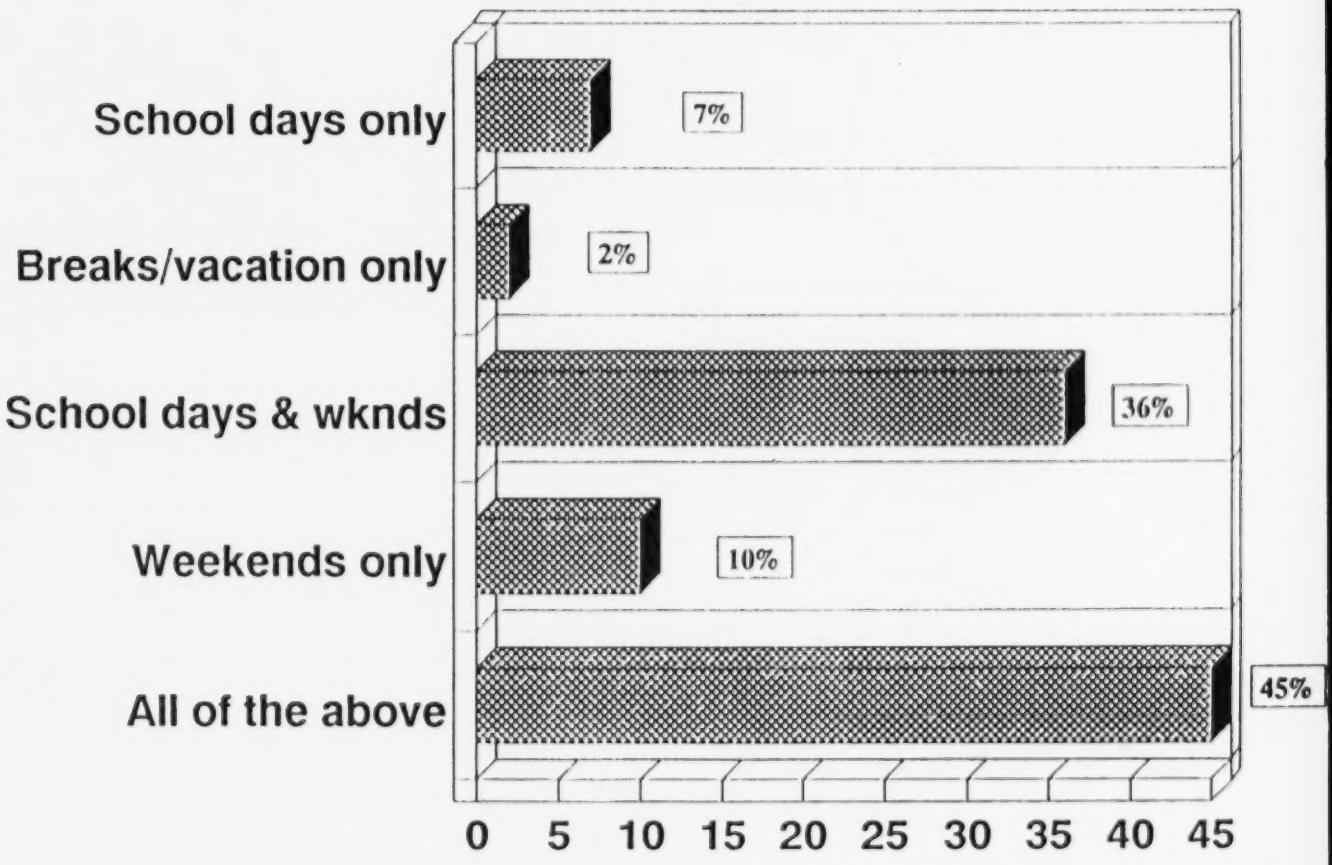


MAIN REASON FOR WORKING

TEACHERS SAY



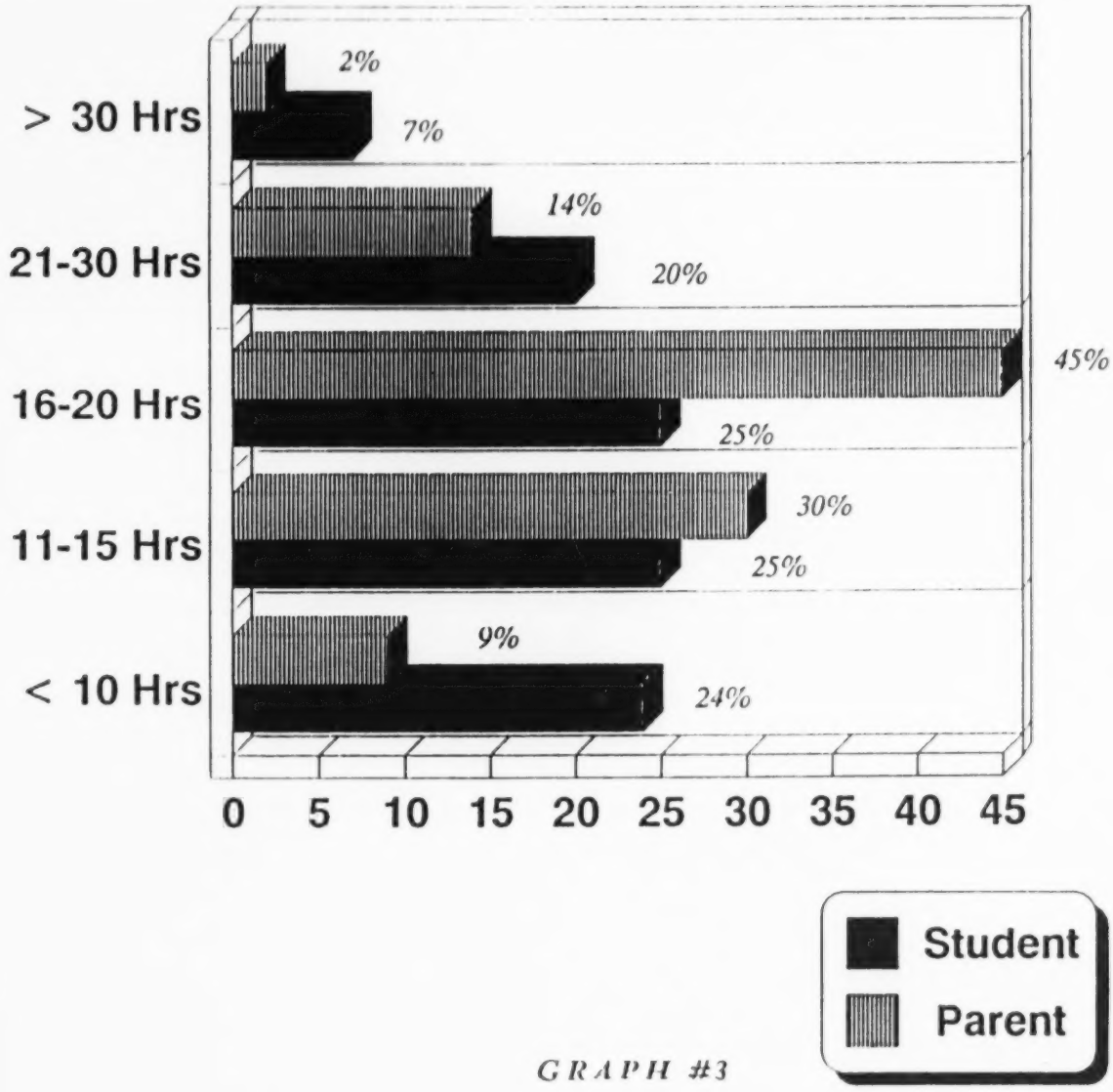
WHEN DO STUDENTS WORK DURING THE SCHOOL YEAR



GRAPH 2

HOURS STUDENTS DO WORK

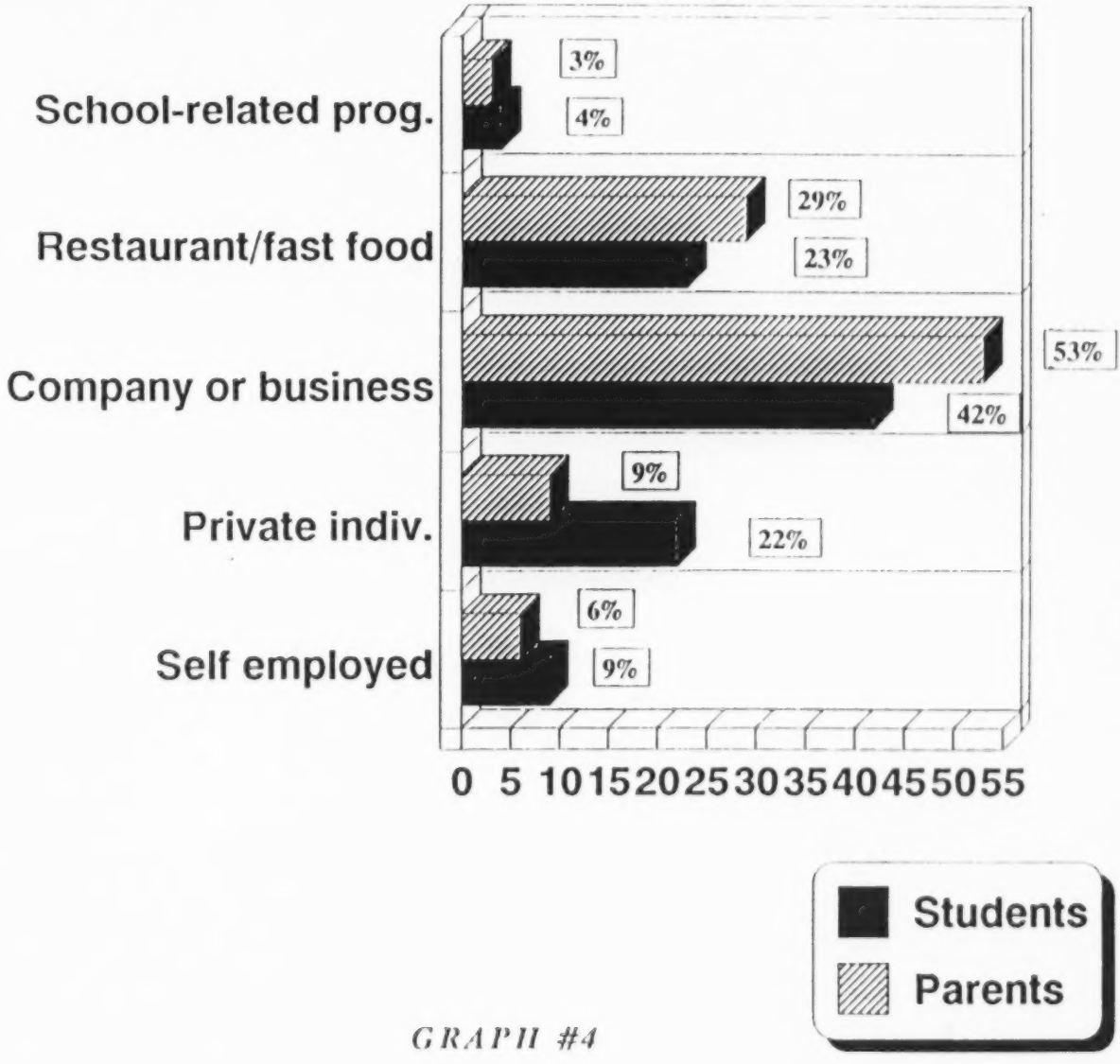
HOURS PARENTS SAY SHOULD WORK



GRAPH #3

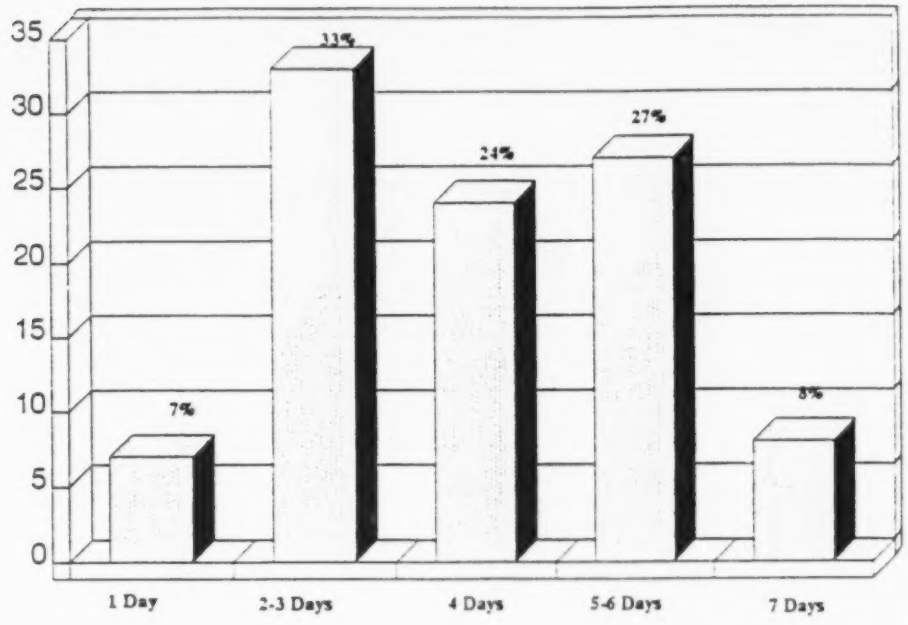
WHAT KIND OF JOBS

DO STUDENTS HAVE



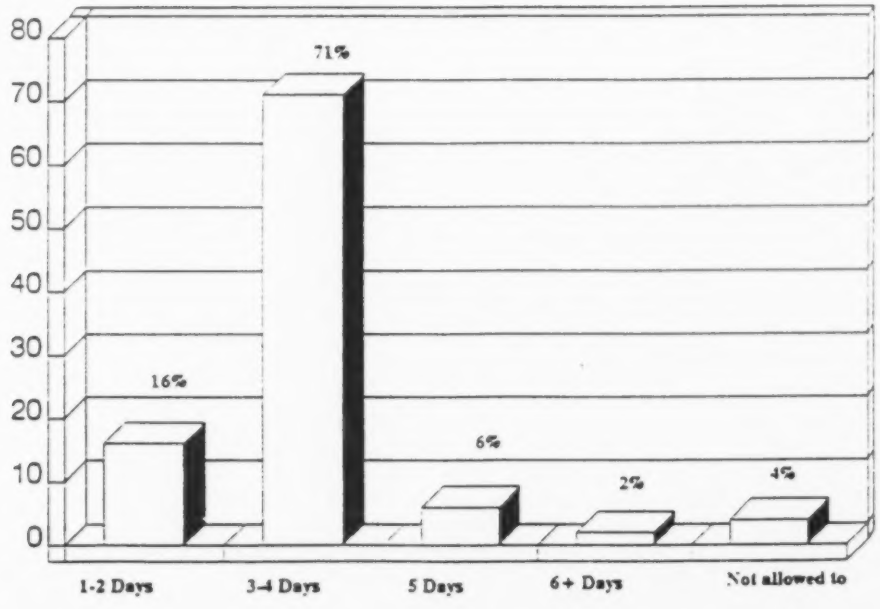
GRAPH #4

HOW MANY DAYS STUDENTS WORK



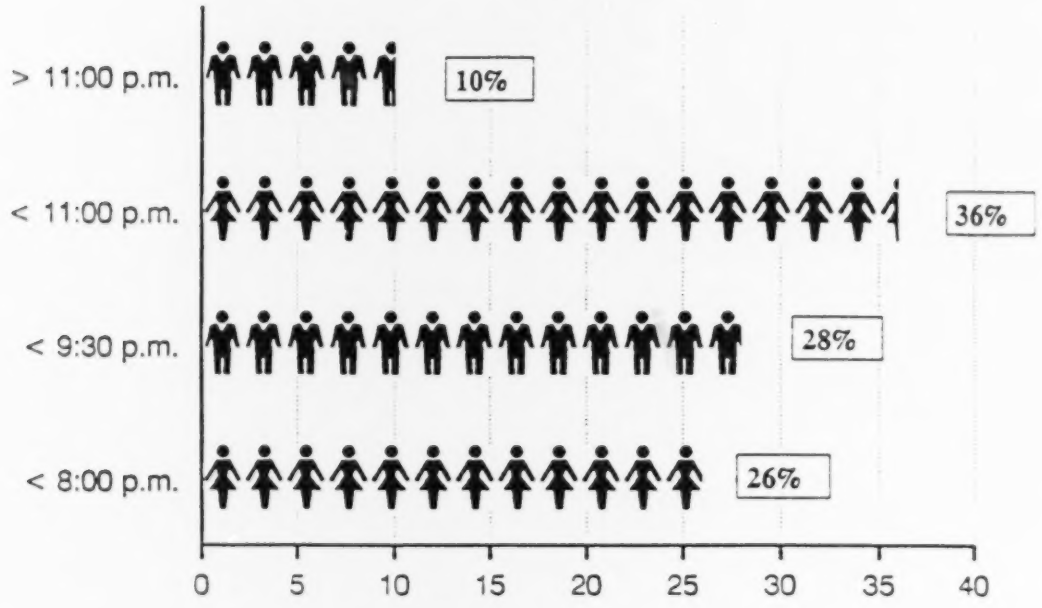
GRAPH #5

HOW MANY DAYS DO PARENTS BELIEVE STUDENTS SHOULD WORK?



HOW LATE DO STUDENTS WORK

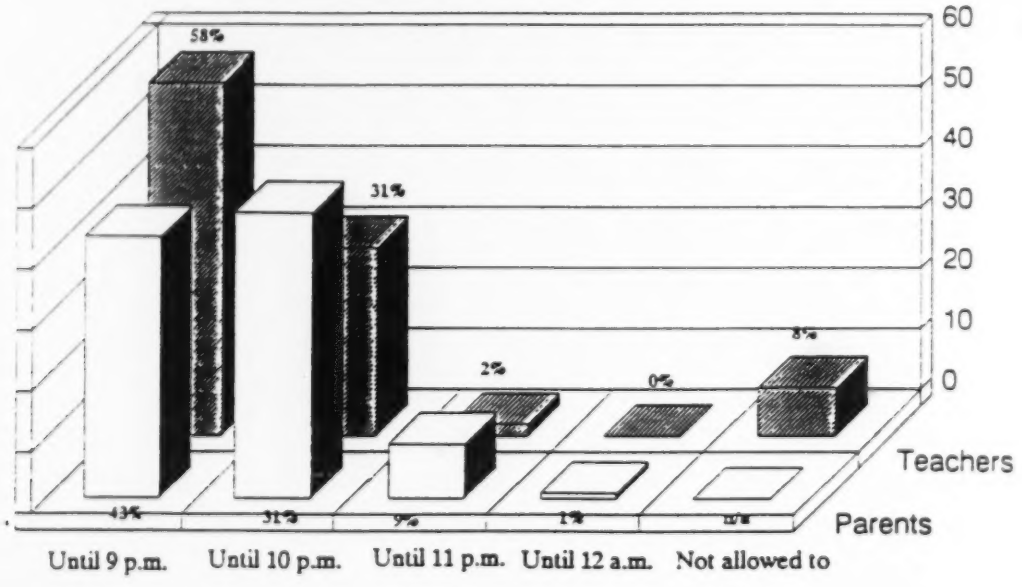
ON SCHOOL NIGHTS



GRAPH #6

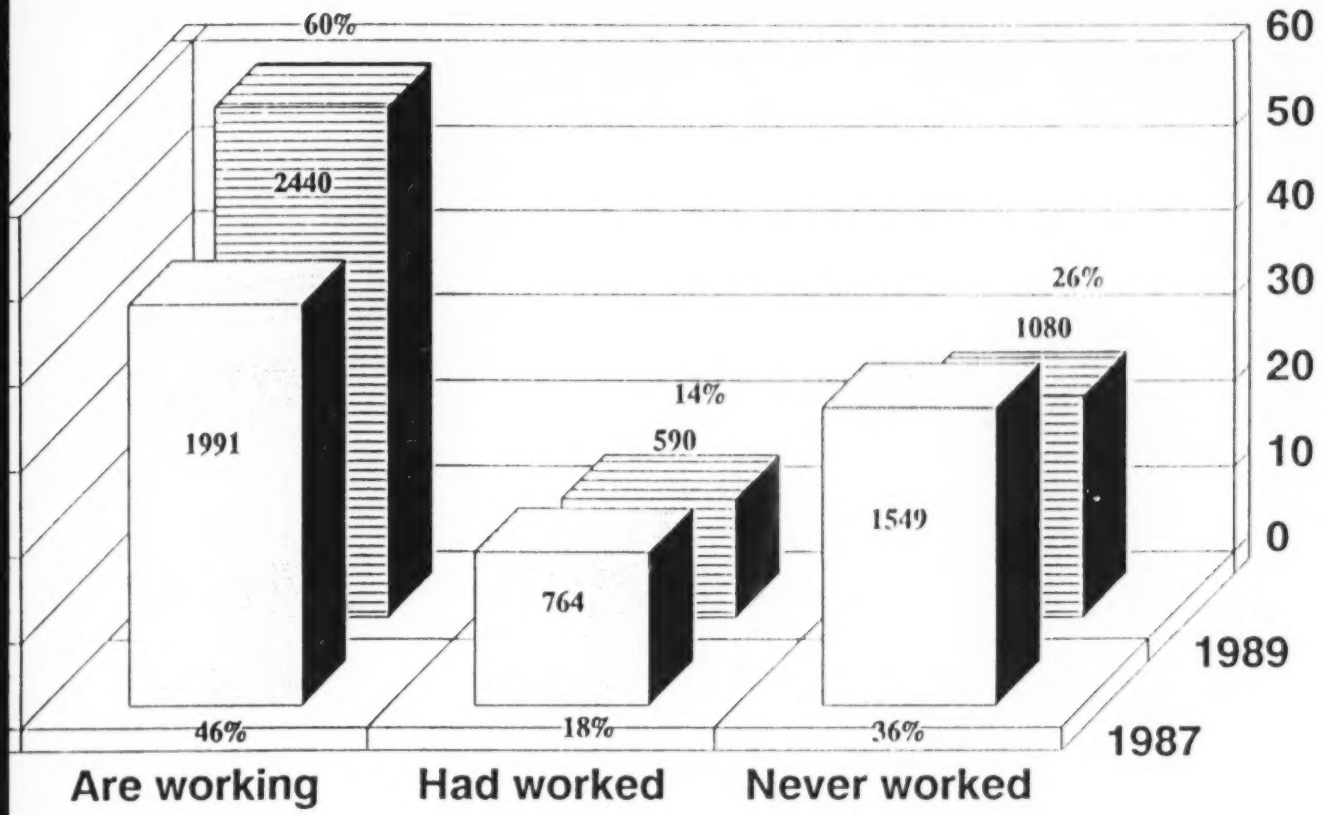
HOW LATE SHOULD STUDENTS

WORK ON SCHOOL NIGHTS



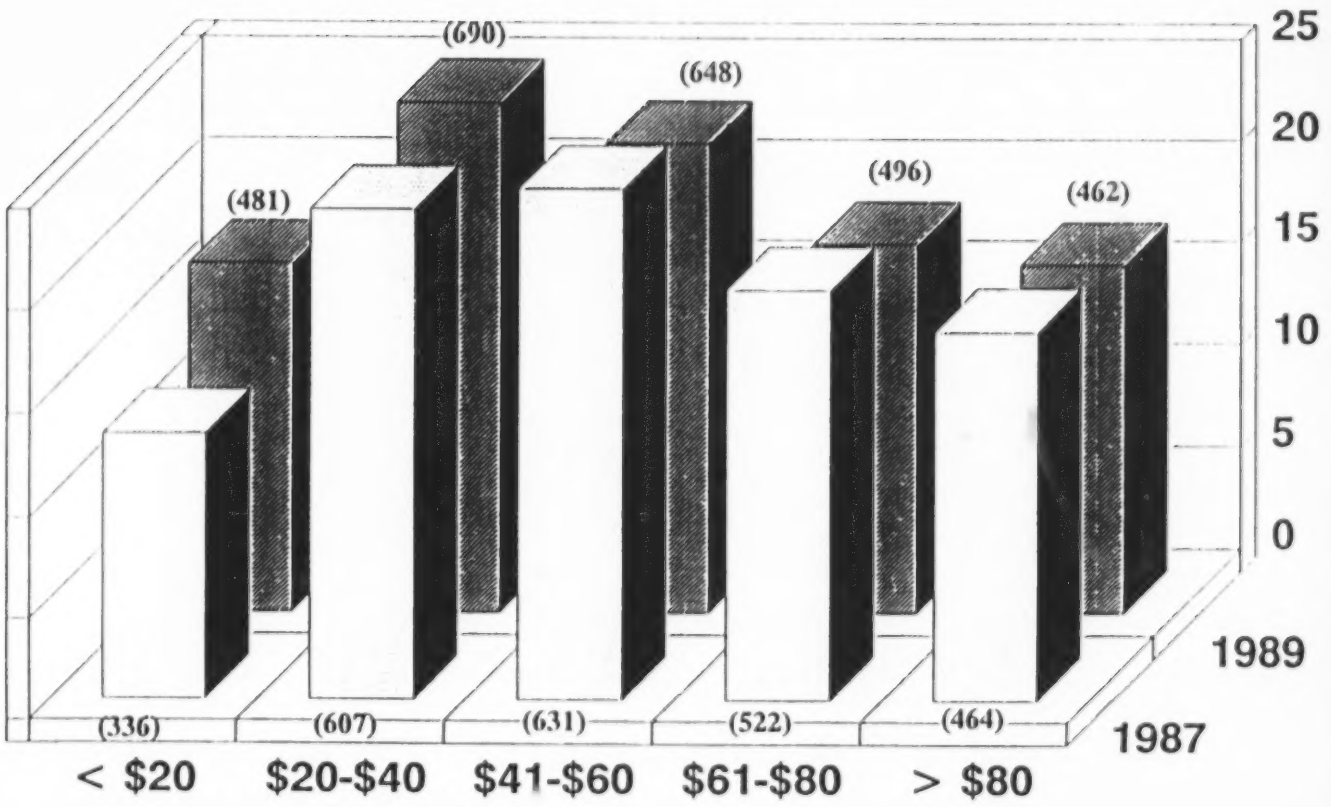
PERCENT WORKING MAY, 1987

PERCENT WORKING MARCH, 1989



GRAPH #7

HOW MUCH DO STUDENTS EARN?



(# of students shown in parentheses)

GRAPH #8

Appendix B:
Meeting Minutes

Task Force on Youth Employment
February 9, 1990, Minutes

State Superintendent Herbert J. Grover delivered the "charge" to the Task Force on Youth Employment (copy attached).

Opening and Introductions

Representative Richard Grobschmidt set the stage by reinforcing some of Grover's remarks: There is a difference between teenagers working inordinate amounts of time and well-structured, school-supervised work experiences that can be very beneficial. Grobschmidt felt we were looking to provide direction to achieve a balance between work and school. Some major areas of concentration: suggested legislation, development of guidelines and goals for youth employment, and facilitated communication.

Procedures and Timelines

The following procedures and timelines were outlined:

1. Task force will meet approximately five times;

2. Recommendations should be developed by September. Any recommendations requiring legislation will be implemented later through the legislative process. Other types of recommendations can be implemented sooner.

3. Jan Angell handed out expense forms and explained guidelines.

Overview of Child Labor Laws

Jim Stelsel from DILHR provided an overview of child labor laws and several handouts. He made two key points: (1) In general, minors must be 14 to be employed, and (2) work permits are actually issued to employers, not teenagers. Teenagers do the "legwork" in obtaining the permits.

Violations of child labor laws can result in an employer being required to pay triple time for hours worked beyond those approved by law.

Discussion was generated. Following are some comments:

1. There is not always a clear distinction between when employers must follow state or federal child labor regulations.

2. Violations of child labor laws do not always result in fines being levied. Sometimes employers go to court; however, most often DILHR collects fines and doesn't send cases to court.

3. Money collected for penalties resulting in "triple" time hours goes directly to the employee.

4. More complaints of violations are being generated.

5. No statutory protection now exists for people who file complaints. Law (for protection) is currently being developed.

6. There is insufficient staff to audit businesses unless complaints have been generated.

7. Any requirement for work permit? a. letter from employer, b. proof of age, c. parent's consent (this is just department policy, no rule), and d. $1.00.

8. Permits *can* be revoked by DILHR if they receive complaints from a school or parents.

Green Bay Study

Jerry Olbrich's presentation on the Green Bay study of youth employment was tabled until the next meeting. Materials were handed out for review.

Future Agenda Items

Ideas for future agenda items were discussed:

1. Comparison of laws (and potential inconsistencies).

2. Review studies of youth employment.

3. What do other states do to regulate working conditions of 16 and 17 year olds?

4. Testimony from work-experience teachers and participating businesses regarding effective and ineffective techniques (include minority representation–Pat Martin suggested inviting the coordinator from South Division).

5. Survey of students conducted by Tiffany Lancaster.

Chairman Grobschmidt asked the committee to begin thinking about what kinds of specific recommendations and materials should be made regarding guidelines for youth employment.

Next Meeting

March 2 was selected as the next meeting date.

Respectfully submitted,

Jan Angell
Program Assistant
Task Force on Youth Employment

Task Force on Youth Employment
March 2, 1990, Minutes

Chairman Rick Grobschmidt called the meeting to order at 10:00 a.m. He explained that he was unable to obtain research on child labor laws and regulations from other states in time for this meeting. Instead, he proposed spending time discussing committee members' ideas for recommended guidelines and labor law revisions.

Committee Discussion

Chairman Grobschmidt opened the discussion by asking committee members to share their thoughts regarding youth employment, potential areas of concern, and suggestions for action. Following are some of the main ideas shared:

1. Employers, educators, students, and parents need to be made aware of child labor laws and regulations. This could be accomplished in the form of a brochure or a letter that could be issued through the work-permit process.

2. Work permits need to be studied and recommendations made concerning who issues them, what fees are charged, and whether or not they could be designed to provide information on regulations. In addition, possibilities exist to restructure work permits to provide more information on student hours worked, attendance, and tardiness.

3. The number of hours that a student can work during a school day/week needs to be reviewed. The law should establish a uniform quitting time to provide employers with more consistent rules to follow. The enforcement of child labor laws is not strict enough and should be improved.

4. More provisions need to be made for school-supervised work experience programs. Structured partnerships between business and education should be promoted.

5. A mechanism is needed to alert schools, parents, and employers when working students are having problems with attendance and grades. Parents and school officials should be able to take away work permits under some circumstances.

Chairman Grobschmidt initiated the development of working subcommittees to further develop ideas discussed.

Green Bay Study

Jerry Olbrich reviewed a study on teenage employment initiated by the Green Bay Education Association. The study found that students worked and worked a lot. The students who worked spent less time on homework than students who did not work, and they also used work as an excuse for not doing their homework. They earned an average of $2,134 per year.

A second survey done during the 1988-89 school year addressed concerns on how work affected a student's high school attendance, homework assign-

ments, and extracurricular activity involvement. It found that two-thirds of all high school students worked at some time during the school year. School absenteeism and tardiness were affected by the number of hours students worked. The survey found that students who worked more than 20 hours per week missed at least one school day per week and would use work as an excuse for being late or missing school. On an average, working students spent less than one hour a night on homework, and those who worked more than 20 hours a week were at risk of falling behind in their studies. Extracurricular activities became less attractive to working students because they used their free time to work.

The task force saw both positive and negative effects on students who work. They did find that students who worked less than 20 hours per week spent the same amount of time on homework as students who did not work. Parental involvement was viewed by the task force as very important, so recommendations were developed for parents to use when helping their children make decisions related to employment during the school year.

Testimony: Work Experience

Mary Jane Best-Louther (Waunakee) and Vicki Kalman (South Division, Milwaukee) presented information on the benefits of school-supervised work experience programs. Best-Louther provided written testimony and brought an employer along to testify as well. Kalman also brought an employer and a student to testify.

The structured work experience programs described provided students with extensive feedback on their performance, set limits on hours worked (generally 15-20), and matched students' career interests with tasks performed. Instead of just working for pay, students in school-supervised work experience programs receive job training and related educational components.

Student Perceptions of Work Experience

Tiffany Lancaster reported on an informal survey she conducted of working students from her school district, DeForest. She felt students were afraid of their employers and, consequently, did not always let employers know when they felt they were working too many hours or needed time off to study. She felt work experience was most beneficial to students when parents and teachers were involved.

Meeting Dates

The next two meetings were set for April 27 and May 31. Chairman Grobschmidt reminded committee members to sign up for subcommittees of their choice. Attempts would be made to honor requests as much as possible when making assignments. The meeting adjourned at 3:00 p.m.

Respectfully submitted,

Jan Angell
Program Assistant

Task Force on Youth Employment
April 27, 1990, Minutes

Chairman Richard Grobschmidt called the meeting to order at 10:10 a.m. He introduced a new member to the task force, Jerome Estock.

Discussion was held concerning a federal audit of child labor law violations. Several businesses in Wisconsin were cited. Jerome Estock stated that the most common violation found was the employment of 14 and 15 year olds who work beyond 7:00 p.m. during the school year. Committee members felt there was confusion among employers regarding the regulations for youth employment. In particular, there are instances where state and federal laws conflict.

Terry Falk reviewed the Milwaukee Teachers' Education Association survey of middle school and high school teachers. The majority of teachers either don't know or are unsure of the regulations for employing youth. Other areas of the survey highlighted by Falk were that teachers in general felt that the school should have some control over the work permit. Teachers felt that the money earned by students was being spent for "extras," not necessities. Discussion followed on the issue of where the money that students earn goes.

Committee work groups met at 11:00 a.m. At 2:00 p.m., Chairman Grobschmidt asked committee chairs to supply Vicki Poole from the Department of Public Instruction with written preliminary ideas from their respective committee assignments. These ideas were to be distributed to all members for review. At the next meeting, committee members will meet again to further clarify the preliminary ideas and present recommendations to the entire task force for further discussion and review.

All members were reminded that the next meeting is May 31, 1990, at 10:00 a.m., at Wisconsin Manufacturers and Commerce.

Respectfully submitted,

Jan Angell
Program Assistant

Task Force on Youth Employment
May 31, 1990, Minutes

Chairman Richard Grobschmidt called the meeting to order at 10:00 a.m.

Representative Grobschmidt described the process by which task force recommendations will be disseminated. When the final recommendations are prepared, they will be presented to State Superintendent Herbert J. Grover for his review. Grover will then suggest appropriate methods for dissemination–for example, the Department of Public Instruction may distribute information on child laws to every school district and parent organizations as well as develop partnerships with business organizations to provide a further avenue for distribution. It is likely that Grover will meet with Gerald Whitburn, secretary of the Department of Industry, Labor and Human Relations, to recommend changes, based on task force recommendations, in child labor laws and the work permit process. Legislators also will be made aware of Task Force recommendations in hopes of influencing appropriate legislative changes. Grobschmidt emphasized that this is the first step in a process that will ultimately involve many different people and organizations.

The Task Force met in their individual committee groups to review and revise recommendations.

Committee Assignments

Guidelines for the Employment of Minors (develop a poster to be distributed to employers for posting at the work site to clarify and clearly state child labor laws for the benefit of working students and employers)

Jack Anchor, Chairman; Ben Borcher; Pat Martin; Representative Peggy Rosenzweig; Jeff Steren

Work-Permit Process (recommend changes needed in the work-permit process, including who should grant work permits; develop a system to alert parents, schools, employers, and students when school attendance and grades decline)

William Lawrence, Chairman; Joseph Cuevas; Terry Falk; Darryl Holter; Bernard Kurzawa; Randy Schmit; Dick Staats

Statutes Related to Employment (what changes are needed, if any)

Representative Rosemary Potter, Chairwoman; Representative Rick Grobschmidt; Ed Lump; Jerry Olbrich; Carolyn Taylor

Information for Parents, Students and Schools (suggested guidelines for parents, schools, and students when considering teenage employment, including a recommended format for disseminating the information)

Diane Smiley, Chairwoman; Jan Angell; Judy Cardin; Jim Morgan; Martin Richardson; Julie Stafford

School-Supervised Work Experience Programs (recommendations on guidelines needed when developing and implementing school-supervised work experience programs)

Dick Dignan, Chairman; Tiffany Lancaster; Vicki Poole; Bill Smith; Shirley Thompson

Committee Reports

Representatives from each committee reported on the progress they were making in formulating final recommendations. Task force members were asked to comment and provide feedback on whether or not they agreed with the recommendations being presented.

Pat Martin stated that the Committee on the Guidelines for the Employment of Minors wanted a poster developed that employers would post to clarify child labor laws. The poster should be designed to grab the attention of young people and contain strong graphics and bold colors. It needs to clearly communicate the information in concise, easy-to-read language. The committee felt it is important that employers be mandated to post the poster.

Terry Falk emphasized that the philosophy of the Work Permit Process Committee was to prevent abuses of child labor laws and youth employment. The committee felt parents should have the right to rescind their child's work permit at any time. There was no concurrence among committee members on whether or not a school district should have the same right. The goal of the committee was to connect the issuance of the work permit with the educational process. Bill Smith cautioned against using grade-point averages on work permits. He felt employers may be reluctant to hire students with lower grade-point averages. Several other members recommended that employers not get a copy of students' grade-point averages. The committee felt only parents should have the right to rescind the permit. This would alleviate the problem of some students having their work permits pulled simply because grades decline. In some cases, grades could be declining due to factors other than work. In many cases, students learn best through practical applications of basic skills while working. Bill Lawrence said he felt students need to understand the relationship between their grade-point averages and success in the outside world.

Representative Potter reported on the progress made by the Committee on Statutes Related to Employment. She emphasized that it was important to bring state standards to federal levels. The committee was concerned with defining "non-school days" as well as days in which school is in session and with developing recommendations that might allow 14 and 15 year olds

to prepare food in all areas of a restaurant (provided they were under the direct supervision of adults). Potter said the committee was recommending stricter state laws on hours for 16 and 17 year olds. Terry Falk said he felt a fine mechanism was needed for people who violate child labor laws. According to his information, the business must be taken to court prior to being fined, so there are actually very few businesses that get fined. Other members said they did not feel that businesses needed to be taken to court to be fined. Potter said she would look into the issue.

Diane Smiley reported on the progress of the Committee on Information for Parents, Students and Schools. She presented a brochure from her district as a sample to use when developing a publication for statewide distribution. The information that should be included in the brochure (or publication) should restate the law, since there appears to be a lot of misunderstanding concerning child labor laws. Kary Beck said she felt the information developed should be sent to employers along with the poster. Other members recommended providing the information to students when they enter eighth grade. Ed Lump suggested multi-language copies of the information may need to be printed.

Bill Smith reported on the committee for School-Supervised Work Experience Programs. He said the committee felt it was important to promote more of these types of experiences. The major committee recommendations were to limit hours worked during the school week to no more than 20 and to ensure that students receive appropriate and adequate feedback on their performance. The committee felt that, whenever possible, students should be granted credit for work experience so the school district can have more control in assuring that the experience is positive and developmentally sound.

Pat Martin expressed concern with co-op programs. She felt that school districts in her area were not supportive of these programs, even though employers and many teachers felt they were very positive experiences for youth. In addition, she stated that student numbers in the programs that did exist had declined because of increased academic requirements.

Two issues that were not resolved by the Task Force on Youth Employment were the relationship between passing (school grades) and working (no pass, no work) and the raising of fees for work permits. Members felt that schools would need to be reimbursed if they did become responsible for issuing work permits. The possibility exists to raise the cost of the work permit (it is now at $1.00) and funnel part of that directly to the issuing agencies. Also, DILHR may need more funds in order to better audit businesses to ensure that child labor violations do not occur. The general philosophy of the Task Force was that those being regulated should pay for the audits and that possibly this could be accomplished by raising the fee of the work permit. The Task Force members did agree that even though they did not feel comfortable recommending specific amounts and allocations, the work permit fee should be raised to pay for increased administrative and enforcement costs (pending acceptance of the Task Force recommendations in changes in the work-permit process).

Representative Grobschmidt concluded the meeting by assuring all members that once the final recommendations were revised and sent to Vicki Poole at the Department of Public Instruction, all members would receive a copy so they would have an opportunity for approval prior to the recommendations being submitted to State Superintendent Grover. Vicki reminded all committee chairpersons to be sure and send her the revisions within a week so she could assemble and distribute the information.

The meeting was adjourned at 2:30 p.m.

Respectfully submitted,

Vicki A. Poole